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ABSTRACT

An investigation into the costs of adult continuing education in Ontario was conducted to provide information that could be used in setting the level of provincial grants for continuing education programs. The research was carried out over a 6-month period from April to October 1987. The research strategy involved three stages: a review of the literature on continuing education funding, a survey of 1986 continuing education expenditures in Ontario school boards, and six case studies of continuing education programs in a sample of Ontario school boards. An analysis of the data gathered found five key issues and five subordinate issues. Key issues are as follows: (1) the average expenditure per continuing education average daily enrollment in 1986 for the province as a whole was $2,816; (2) it is unlikely that current differences in rates of pay between continuing education and day school teachers will remain, especially in the case of credit classes for which certificated teachers are required; (3) expenditures per pupil for continuing education programs are less than those for day school programs in large part due to the lower levels of service being provided; (4) adult continuing education is the "frontier" of educational development and is in a state of disarray; and (5) the lack of provincial funding for all general interest courses deprives some groups of this service and the opportunity to enhance the skills and health of Ontario residents. (Two appendices making up nearly half the document contain (1) the six case studies and (2) the questionnaires and interview guides. A brief bibliography is included. (KC)

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THE COST OF ADULT CONTINUING EDUCATION IN ONTARIO

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November 23, 1987

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Abstract

The primary purpose of this investigation into the costs of adult continuing education in Ontario was to provide information that could be used in setting the level of provincial grants for continuing education programs.

The research was carried out over a six month period from April to October, 1987. The research strategy involved three stages: a review of the literature on continuing education funding, a questionnaire survey of 1986 continuing education expenditures in Ontario school boards, and case studies of continuing education programs in a sample of Ontario school boards.

The survey questionnaire on 1986 continuing education expenditures was sent to all 126 school boards falling under the Ontario school grant plan in May 1987. Seventy-two responses (57 per cent) were received; 41 (32 per cent) described continuing education programs serving adults. In addition, two boards returned questionnaires detailing costs in their French-language adult continuing education programs.

The questionnaire data were analyzed in two ways. First, an analysis was carried out with expenditures classified according to three levels: Level 1, direct classroom costs; Level 2, direct program costs, including student services, program administration, and secretarial services; and Level 3, overhead costs not separately identifiable. Second, correlation and regression analyses were conducted to explain varying expenditure levels among school boards and the decline in general interest course enrolments after the discontinuance of provincial grants in 1982.

Six case studies of continuing education programs complemented the analysis of survey of expenditures. Five initial case studies were conducted in May and June of 1987. The school boards studied represented Eastern, Central and Northern Ontario, public and Catholic boards, and boards with and without

significant francophone populations. A cross-case analysis of these five case studies was completed and inferences drawn before the sixth, confirmatory case study was completed in October 1987.

Five key and five subordinate issues were identified in the course of study. Conclusions drawn in regard to them are as follows:

1.0: Level of Grant per Continuing Education ADE

Based on the analysis presented, the average expenditure per continuing education ADE in 1986 for the province as a whole was $2,816. Given a 4.5 per cent annual rate of inflation, a grant to cover the full cost of each continuing education ADE would be $2,943 for 1987 and $3,075 for 1988.

1.1: Economies of Scale and Counting ADE

Current regulations for counting additional "ghost" pupils in small classes are not sufficiently generous to offset the higher cost of operating small continuing education programs and do not address the needs of English-speaking residents in areas of low population density.

1.2: Attendance and Continuing Education ADE

The current method of calculating continuing education ADE may be unnecessarily burdensome and may inappropriately penalize boards offering daytime continuing education programs. A revised procedure patterned after day school procedures for calculating ADE (i.e., based on enrolment on several count dates) is probably feasible and preferable.

1.3: Expenditures and Grants for Different Programs

There is a greater incentive to offer non-credit programs rather than credit programs since the former cost less to operate but receive the same grant per ADE. Boards offering only credit programs are penalized relative to those that offer a range of programs since their programs cannot cross- subsidize one another.

1.4: Grants for Courses Taught in the French Language

Courses in which the language of instruction in French require higher funding levels than do those taught in English.

2.0: Teachers' Salaries and Employment Conditions

It is unlikely that current differences in rates of pay between continuing education teachers and day school teachers will remain, especially in the case of credit classes for which certificated teachers are required.

3.0: Level of Services Provided

Expenditures per pupil for continuing education programs are less than those for day school programs in large part due to the lower levels of service being provided.

3.1: Geographic Distribution of Services

While continuing education is an optional program for Ontario school boards, it is not an option on equal terms: the higher costs of providing continuing education services in school boards with low population densities effectively rule out its provision in these boards.

4.0: Autonomy of Operation and Competition

Adult continuing education is the "frontier" of educational development and, as with frontiers in general, is in a state of disarray. Attempts to impose order at present are likely to prove ineffective and, if applied to one agency and not others, would weaken that agency's ability to compete and contribute.

5.0: General Interest Courses

The lack of provincial funding for all general interest courses deprives some groups of this service and forego one opportunity to enhance the skills and health of Ontario residents.

Summary

The primary purpose of this investigation into the costs of adult continuing education in Ontario was to provide information that could be used in setting the level of provincial grants for continuing education programs. In the words of the Minister in his statement to the Legislature on November 26, 1986, "its findings will help determine the grant for each full-time equivalent pupil after 1987." In the course of the investigation, five key issues were identified. They were: 1) the level of grant per continuing education ADE, 2) teachers' salaries and employment conditions, 3) level of services provided, 4) autonomy of operation and competition, and 5) general interest courses. A series of conclusions was reached concerning these issues and five subordinate issues.

The research was carried out over a six month period from April to October, 1987. The research strategy involved three stages: a review of the literature on continuing education funding, including a description of its recent funding history in Ontario, a questionnaire survey of 1986 continuing education expenditures in Ontario school boards, and case studies of continuing education programs in a sample of Ontario school boards.

The survey questionnaire on 1986 continuing education expenditures was sent to all 126 school boards falling under the Ontario school grant plan (with the six area boards of the Metropolitan Toronto School Board counted as six boards rather than as one) in May 1987. Seventy-two responses (57 per cent) were received, but only 41 (32 per cent) described continuing education programs serving adults. In addition, two boards returned questionnaires detailing costs in their French-language adult continuing education programs. For purposes of statistical analysis, these latter two were treated as individual boards. Boards represented in the sample are estimated to offer at least two-thirds of all adult continuing education offered in Ontario by school boards.

The questionnaire data were analyzed in two ways. First, an analysis was carried out with expenditures classified according to three levels: Level 1, direct classroom costs; Level 2, direct program costs, including student services, program administration, and secretarial services; and Level 3, overhead costs not separately identifiable. Separate analyses were conducted for programs taught in French and an assessment was made of the possible financial impact on school boards of proposed changes in the funding of continuing education. Second, statistical analyses, including correlation and regression analysis, were conducted to explain varying expenditure levels among school boards and the decline in general interest course enrolments after the discontinuance of provincial grants in 1982. Descriptive statistics were calculated for a number of program, staff, and community characteristics used in the preceding analyses.

Six case studies of continuing education programs complemented the analysis of survey of expenditures. Five initial case studies were conducted in May and June of 1987. The school boards studied represented Eastern, Central and Northern Ontario, public and Catholic boards, and boards with and without significant francophone populations. A cross-case analysis of these five case studies was completed and inferences drawn before the sixth, confirmatory case study was completed in October 1987.

The five key issues, noted above, and five subordinate issues were identified in the course of the study. Conclusions regarding them, and possible implications of these conclusions, are as follows.

1.0: Level of Grant per Continuing Education ADE

Under its new funding policy, the Ministry of Education proposes to provide a flat grant per continuing education ADE. For 1987, this grant was set at $1,900. The new funding arrangement for continuing education marks a significant departure from earlier policy wherein the value of a board's grant per continuing education ADE was equal to the grant ceiling times a board's rate of grant.

The objective behind the new policy is to break the link between the local tax base and the funding of continuing education courses so that ratepayers of both public and Catholic systems will have free access to continuing education courses in both systems. The policy applies to adult basic education (Adult Literacy and Numeracy, Adult Citizenship and Language), English and French as a second language, and continuing education credit courses at the secondary level: it does not apply to general interest courses, however, since the province stopped providing grants for these in 1982.

Conclusion: Based on the analysis presented, the average expenditure per continuing education ADE in 1986 for the province as a whole was $2,816. Given a 4.5 per cent annual rate of inflation, a grant to cover the full cost of each continuing education ADE would be $2,943 for 1987 and $3,075 for 1988.

Discussion: The 1986 cost per continuing education ADE given above is based on the analysis of three levels of cost noted above. The average Level 1 expenditure was $1,758 excluding general interest courses; the average Level 2 expenditure was $802; and the average Level 1 plus Level 2 expenditure was $2,560. One can be 95 per cent confident the true average Level 1 plus Level 2 expenditure for 1986 is within $250 of this estimate; that is, that the true average is between $2,310 and $2,810. Level 3 costs were estimated as 10 per cent of Level 1 plus Level 2 costs.

The averages given above are what are termed "weighted" averages in that they take into account the varying sizes of programs within school boards. They are the appropriate average to use in setting the level of per pupil grants.

Unweighted average expenditures, in which school board expenditures are not weighted by program size, were also calculated. The unweighted average Level 1 expenditure was $1,809 and the average Level 1 plus Level 2 expenditure was $2,763. The differences between the weighted and unweighted averages

indicate that adjustments in the counting of Average Daily Enrolment that are intended to offset the higher costs associated with small programs are not fully effective.

Analysis of expenditure levels indicated that a school board's per pupil continuing education expenditure was very sensitive to its rate of grant, with higher expenditures found in boards with higher rates of grant.

1.1: Economies of Scale and Counting ADE

The regulations for school grants provide for the inclusion of bonus or "ghost" pupils in counting enrolment in classes with fewer than fifteen students in five programs: Adult Basic Literacy and Numeracy, Adult Citizenship and Language, Adult English as a Second Language, Adult French as a Second Language, and credit courses for francophones that are taught in French. This provision is often referred to as "the small class factor". No "ghosting" is permitted for credit courses offered in English nor for correspondence/self-study students (who are assumed to be studying independently).

This allowance seems to have two purposes. First, in some cases, the situation may not permit a class of fifteen students to be formed. In this case, we would say that ghosting is meant to offset the problem created by a loss of economies of scale.

The second purpose of the small class factor may be to permit small group modes of instruction which are seen as more appropriate for some types of students. In particular, some literacy programs for adults are committed to small group or tutorial instruction.

Whatever the intended purpose, it is true that if the formula for allocating ghost students is sufficiently generous to offset the higher cost of some programs, then the average unweighted expenditures per pupil among school boards will equal the average weighted expenditures. This is so because the extra, ghost

pupils in boards operating programs with small classes and programs will reduce the average expenditure per ADE in these boards to a level commensurate to that in boards without such classes and programs.

Conclusion: Current regulations for counting additional "ghost" pupils in small classes are not sufficiently generous to offset the higher cost of operating small continuing education programs and do not address the needs of English-speaking residents in areas of low population density.

Discussion: The primary evidence for this conclusion is the difference, noted above, between the unweighted and weighted average expenditures per ADE. It was noted, though, that in the case of Adult Basic Literacy and Numeracy, the unweighted average of Level 1 plus Level 2 expenditures, at $2,704, was lower than the weighted average, at $2,816, implying a slight over-compensation for this one program. Many of the boards offering this program are large boards which choose to offer small classes and are not forced by circumstances to do so.

Given the dual purpose of the small class factor, it is difficult to sort out the effects of operating small classes by choice and of operating small programs by circumstance. In the end, our own assessment is that the current small class factor is sufficient to offset the costs of small classes operated by choice as part of large programs, but that it is not sufficient to offset the loss of economies of scale that comes with operating small programs. What is more, its lack of availability to boards with courses taught in English in areas of low population density means that offering credit courses through continuing education is not financially feasible in many rural parts of the province.

Although one limitation of this study is that board weighting factors, which take some account of small board size, were not taken into account, we nevertheless feel that some method of over-counting the first 25, 75 and 150

continuing education ADE (or, equivalently, providing higher grants for the first 25, 75, and 150 ADE) would help to adjust for the different economies of scale found among continuing education programs in Ontario school boards. Simulations of the effects of different values for weighting factors would be necessary to determine their appropriate size but, given the eight per cent difference between weighted and unweighted mean expenditures, they would probably be on the order of 1.15 for the first 25 ADE, 1.10 for the next 50, and 1.05 for the next 75. By way of comparison, the small class factor in effect provides weights between 1.07 for classes of 14 (since the 14 students are counted as 15, which equals 14 times 1.07) and 6.0 for classes of 1 (since 1 student is counted as 6, which equals 1 times 6.0).

1.2: Attendance and Continuing Education ADE

Continuing education ADE for classroom instruction is calculated on the basis of instructional hours for enrolled students who have not been absent more than three consecutive times. Regulations require that students who have three consecutive absences be dropped from the rolls. Even if the student returns after three absences, grants cannot be claimed for the student for the days missed. Aside from the financial impact of these regulations, the bookkeeping and calculations involved in arriving at continuing education ADE are considerable.

Conclusion: The current method of calculating continuing education ADE may be unnecessarily burdensome and may inappropriately penalize boards offering daytime continuing education programs. A revised procedure patterned after day school procedures for calculating ADE (i.e., based on enrolment on several count dates) is probably feasible and preferable.

Discussion: Moving to a system based on two count dates (say 10 per cent and 60 per cent of the way through a class; e.g., at the 2nd and 12th meeting of a course with 20 sessions) would reduce paperwork considerably. Since paperwork is non-productive work, this can only be to the benefit of all concerned. Of course,

any such new system ought to be tried on a trial basis in several locations to ensure its feasibility.

1.3: Expenditures and Grants for Different Programs

The grant per continuing education ADE is the same regardless of the program for which the ADE is generated. This policy is meant to ensure that boards are free to offer what programs they feel are needed and to minimize the steering effect grant regulations may have. As well, it removes any incentive to classify a course or student in one program rather than another because of differing grant levels. However, 1986 expenditures per pupil in non-credit programs averaged about 25 per less than those in credit programs.

Conclusion: There is a greater incentive to offer non-credit programs rather than credit programs since the former cost less to operate but receive the same grant per ADE. Boards offering only credit programs are penalized relative to those that offer a range of programs since their programs cannot cross-subsidize one another.

Discussion: In spite of the risks that come with program funding, it may be advisable to offer higher grants for credit courses or to set a lower grant level and attach weights (e.g., 1.25 to reflect a 25 per cent difference) to students enrolled in credit courses in calculating continuing education ADE. If this is done, regular monitoring of expenditure levels by program should be carried out since differences in program expenditures may change.

1.4: Grants for Courses Taught in the French Language

Although credit courses taught in the French language qualify for the small class factor, concern was expressed that they do not benefit from extra funding to the extent of French language day school programs. In part, this may reflect the traditional assumption that continuing education is a low cost extension of day school programs. Our own analysis indicated that, on a provincial basis,

expenditures for courses taught in the French language were 18 per cent greater than courses taught in the English language.

Conclusion: Courses in which the language of instruction in French require higher funding levels than do those taught in English.

Discussion: Weighting the enrolment of students in course taught in the French language would be a reasonable method of addressing this difference. The 18 per cent differential noted above may be a useful first estimate of the size of this factor, though it was based on cost estimates from just three school boards. If extra weights also were given for small programs, rural locations and the like, this factor should be adjusted to reflect commonality among the variables so that there is no "double counting".

2.0: Teachers' Salaries and Employment Conditions

Most continuing education teachers are employed on a course by course basis. On an annualized basis, pay rates fall near the low end of salary grid positions for day school teachers. Recent court decisions may mean that school board will be required to enter into collective negotiations with some or all continuing education teachers under terms set by various provincial Acts. In addition, continuing education staffs we observed were, we believe, predominantly female. Provincial pay equity legislation may affect these groups since secondary teaching staffs, their most likely comparison group, are predominantly male. Finally, many demographers indicate that there will be a shortage of teachers in the near future as older teachers retire and there is a decline in new entries into the labour market due to the end of the "baby boom".

Conclusion: It is unlikely that current differences in rates of pay between continuing education teachers and day school teachers will remain, especially in the case of credit classes for which certificated teachers are required.

Discussion: Regression analysis of per pupil expenditures indicated that

teacher pay was an important predictor of expenditure levels. Higher pay was associated with higher expenditures. As well, continuing education teachers who had bargained collectively generally had higher pay than those who had not. Since part of the lower costs of continuing education programs relative to day school programs is attributable to wage differences, it is likely the gap will close substantially over the next five years.

While collective negotiations and higher salaries for continuing education teachers may be viewed negatively by some in that available resources may not go as far, there is a positive side. Many problems identified by continuing education administrators, including high teacher turnover, a shortage of teachers of advanced credit courses, and inadequately trained teachers, may be ameliorated by the development of a more permanent staff. In other words, changing from an external labour market to an internal labour market is not without its benefits, particularly given the anticipated shortfall in new teachers.

3.0: Level of Services Provided

It is probably fair to say that, traditionally, continuing education has been viewed as an add-on activity that entailed little effort or cost beyond the direct provision of a teacher and classroom materials. The continuing education programs and staff we observed in our case studies was very different from this portrayal. Programs included daytime schools with students taking two, three or four courses; literacy classes for immigrants who were doing little else; teachers who were trying to earn a living by teaching an assortment of courses; and overtaxed administrators carrying responsibilities of superintendents and principals but classed and paid as coordinators, administrative assistants, and vice-principals. Yet, in spite of this different picture, we found low levels of administrative support, a general lack of student services, and staff paid or classed below positions in the day school program that, in our view, carry similar responsibilities.

Conclusion: Expenditures per pupil for continuing education programs are less than those for day school programs in large part due to the lower levels of service being provided.

Discussion: One can argue that the situation we found can be explained in two ways. First, it may reflect an under-funding of continuing education by school boards and the province. Alternatively, it may reflect decisions by boards to set up programs under continuing education that ought to be day school programs. Indeed, a number of boards have day schools for adults rather than continuing education adult daytime schools. Some Ministry staff believe that the former grant system for continuing education encouraged boards with higher rates of grant to set up programs that were not intended by government -- a case of policy following funding rather funding following policy.

As the study progressed, we became increasingly convinced that the traditional demarcation between day school education and continuing education was being erased by a variety of social factors -- adolescents wishing to work part-time and to study part-time, young adults wishing to complete a high school education, immigrants needing to master English and available for full-time study, and so forth. The demand and need for service for these various groups is at least equal to, if not greater than, that for day school students. In the end, it may be that the distinction between day school and continuing education for credit and grantable courses has outlived its usefulness.

3.1: Geographic Distribution of Services

The lack of responses and negative responses from many rural and Northern boards indicated that, with a few significant exceptions, continuing education is an urban service in Ontario. Problems identified by continuing education staff in county and Northern boards concerned various issues, but especially that of amassing enough students for credit courses.

Conclusion: While continuing education is an optional program for Ontario school boards, it is not an option on equal terms: the higher costs of providing continuing education services in school boards with low population densities effectively rule out its provision in these boards.

Discussion: When one speaks of "equality of opportunity", one is speaking of having an equal chance. In some cases, higher levels of funding may be necessary in order to provide this equal chance. While some argue that equity would only be served by requiring all Ontario school boards to provide adult basic education, evening credit programs and the like, we are taking a more modest position, consistent with our mandate in this study, and suggest that for rural boards to exercise the same degree of choice that urban boards have, the financial implications for the two ought to be the same. We expect that adjustments to the method of counting ADE, discussed earlier, would accomplish this objective.

4.0: Autonomy of Operation and Competition

Two common features of all continuing education programs we observed were (1) their dependence on the entrepreneurial skills of one or more individuals and (2) their overlap and, often, competition with other programs in the community. In short, continuing education exists in a relatively unregulated, competitive, open market environment.

Contradictory attitudes seemed to be held about this situation. On the one hand, administrators and teachers seemed to value their relative autonomy. Many were concerned that possible unionization of teachers would reduce this flexibility. Often, the success of a course or program was due to one person, perhaps a person without a teachers' certificate. What might happen if the teachers' federation gained bargaining rights?

On the other hand, there were concerns expressed about fragmentation and competition. If there were more programs than students, all programs might fail

because of an insufficient mass of students. A need for cooperation and coordination was seen, a need to divide up the territory. In effect, sectorial monopolies would replace competition.

At present, government policy seems to encourage competition. Funds for some types of programs are available from three or four provincial ministries and some federal ministries. Also, the completion of the separate system in many areas meant that public boards gained competitors in at least the one segment they had to themselves, continuing education credit courses.

Conclusion: Adult continuing education is the "frontier" of educational development and, as with frontiers in general, is in a state of disarray. Attempts to impose order at present are likely to prove ineffective and, if applied to one agency and not others, would weaken that agency's ability to compete and contribute.

Discussion: Although we have some concern about many different agencies competing against one another with the public's money, we saw no evidence of abuse. In several communities we observed that public boards had improved their services in response to initiatives taken by separate boards. This response resulted in more and better services to adults.

5.0: General Interest Courses

General interest courses are currently funded through fees and through local tax support. The provincial government eliminated its support for these courses in 1982. Since then, enrolment in general interest courses in many parts of the province has fallen substantially while enrolment in ABE, FSL and ESL has increased. The effects of the decision were very uneven.. First, enrolment drops were particularly large in Northern Ontario and in French-language communities. Second, while students in general interest courses tend to be middle class, they also tend to be female. Thus, two of the less economic well-off groups

in Ontario, francophones and women, suffered under this policy. Third, many general interest courses are vocationally or health oriented. These vocationally and health oriented courses seem more valuable to society which can profit from skills learned or benefit from reduced health care costs, than do personal interest courses such on astrology or bridge. Finally, with the extension of the Catholic school system, some boards have begun charging the ratepayers of their coterminous school boards higher fees to offset the loss of local tax subsidies.

Conclusion: The lack of provincial funding for all general interest courses deprives some groups of this service and forego one opportunity to enhance the skills and health of Ontario residents.

Discussion: Since about one-third of all continuing education enrolments are apparently in general interest courses, it would be a major undertaking to fund them fully from the provincial purse. At the same time, it would appear that some funds targeted for specific groups, for specific courses, and in specific areas might prove practicable. Rather than using course enrolments as a basis for grants, however, a simplified approach might be used with grants being based on community demographics such as income, percentage Francophone, population density, age distribution, etc. To offset the problem of coterminous board enrolments, a grant based on a sampling of students might suffice, eliminating the need for fee exchanges and complex record keeping.

These issues and conclusions suggest, above all, an increase in the level of and a change in the distribution of provincial funds for continuing education. In the short run, increased costs will be incurred by the provincial government but not the taxpayers of the province: the expenditure levels described are those already in existence. The new policy simply replaces local funds with provincial funds. The need for this change has come about, for the most part, as a result of to the extension of the separate school system and the splitting of the secondary

tax base in Ontario. It has not come about because of a desire to shift the burden away from local taxpayers and to the province, though this may be a desirable effect.

There are, though, three factors that may bring about increased costs for continuing education in the longer term. First, it appears likely that teachers' salaries will increase due to changes in the contractual status of teachers and to an increasingly short supply of new teachers. Second, there are reasonable arguments for providing the same levels of service to continuing education students as to day school students. Third, and perhaps most important, a shift in the burden of continuing education from the local level to the provincial level makes it more attractive to boards to offer services. That is, the change in policy will likely have a stimulative effect on school board expenditures that is directly proportional to the increased funding a board receives under the new policy.

The change in distribution referred to above would be brought about by the recognition of situations in which program costs are likely to be higher than average: low density areas, areas serving a francophone population, courses offered for credit. Adjustments are needed to ensure equity among school boards. Inclusion of such adjustments would ensure that too high a base level of funding was not set.

Beyond funding issues is the question of the very nature of continuing education. It is a field in a state of flux. As day school programs become more flexible and offer program choices such as co-op education, and as continuing education daytime schools offer credit and non-credit courses in dedicated facilities, the very distinction between day school and continuing education comes into question. With this in mind, moving toward a more neutral form of funding, which reduces the difference between day school and continuing education revenues per pupil, may be appropriate.

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Chapter 1

INTRODUCTION

Background

For many decades, Ontario school boards have had the option of offering adult continuing education. Although by no means the only provider of this service, public boards of education have been a major provider since continuing education usually has been viewed as an extension of secondary education, which was the sole responsibility of public boards. The ability of public boards to continue in this role became problematic with the passage of *The Education Amendment Act, 1986* (Bill 30) which gave Roman Catholic separate school boards the authority to offer secondary education. In particular, the transfer of separate school supporters' property assessment for secondary education from the public to the separate boards, effective January 1, 1987, included a transfer of responsibility for the continuing education of separate school supporters, though the *Act* did not deal with this issue specifically.

On November 26, 1986, the Honourable Sean Conway, Minister of Education, announced a new plan for funding certain types of continuing education. His statement in the Legislature read in part as follows:

> Mr. Speaker, public school boards in Ontario provide approved adult education programs to both public and separate school ratepayers of the board without the payment of a fee. The programs are funded through a combination of provincial grants and local property taxes.
>
> The changes in tax assessment accompanying the implementation of Bill 30 on January 1, 1987 have created some concern that public school boards will be unable to continue offering such programs to adult separate school supporters.

> Therefore, Mr. Speaker, I would like to take the opportunity to announce a new formula for the funding of continuing education programs in Ontario schools.
>
> Effective January 1, 1987, the grant for continuing education courses which are eligible for grant assistance will be equal to a fixed dollar amount for each full-time equivalent pupil enrolled in the program. For 1987, the fixed dollar amount will be $1,900. The grant is designed to cover the full cost of providing continuing education programs and will not require taxes from local ratepayers.
>
> The continuing education courses eligible for this assistance include adult basic education, including English or French as a second language, citizenship and language instruction and adult basic literacy and numeracy, and correspondence courses.
>
> I would like to add that school boards which might otherwise lose funding under this new formula are guaranteed their current grant -- based on the previous formula -- for the period January 1, 1987 to August 31, 1987. (Note: Later, this provision was extended to December 31, 1987). No board will be placed at a disadvantage because of the change I am announcing, and in fact, many school boards will actually benefit from the new funding formula.
>
> Because the new grant will be payable to school boards at 100 per cent, references to residency, direction of tax support and differences in rates of grant are no longer applicable.

Thus, for the completion of the 1987 calendar year, credit and other grantable courses would be funded by the Ministry at the rate of $1,900 times the board's weighting factor per full-time equivalent pupil, except in cases where greater funding would be provided under then existing grant regulations. Other grantable courses include those for Adult Basic Literacy and Numeracy, Adult Citizenship and Language, and English and French as a Second Language. This group does not include general interest courses; funds for these would continue to be provided by local tax support and student fees.

In his announcement, the Minister noted that the Ontario Association for Continuing Education (OACE) Task Force on Bill 30 had "arranged with the Ontario Association of Education Administrative Officials to examine the cost of offering representative continuing education programs, and its findings will help determine the grant for each full-time equivalent pupil after 1987." The present

study, then, was carried out for this purpose under the auspices of OAEAO, which provided the advisory committee and support services, with funding from the Minister of Education and other government agencies.

Scope of Research

As proposed, the research project committed the researchers to eight tasks:

1. to briefly review the literature related to the costing of adult continuing education;

2. to determine both the overall costs (including overhead) and marginal (or add-on) costs of adult continuing education services (including credit, other grantable, and general interest courses) undertaken in a representative sample of Ontario school boards;

3. to determine the sources and amounts of revenue collected to fund adult continuing education services in the sample of school boards;

4. to conduct two case studies in school boards located in central Ontario to describe in detail a) the structure of mature continuing education programs, b) their sources of revenue, c) their costs, and d) their relationship to other continuing education programs in the communities concerned;

5. to describe prevailing standards for the provision of adult continuing education in school boards in the sample with such services;

6. based on tasks 3, 4, and 5, to estimate the costs for the province as a whole assuming each board offered a standard program;

7. to suggest refinements to the current model used for funding adult continuing education in Ontario, noting their impact on such issues as efficiency, effectiveness, equity, and accountability; and

8. to prepare a technical and a non-technical report.

As carried out, the research followed this agenda quite closely, though due to information collected by the researchers, the limited resources available, or to the suggestions and, on occasion, urgings of the advisory committee, some modifications to the scope were made. In relation to the tasks above, the changes were as follows: 1) the literature review was expanded to include a fairly detailed description of the funding for continuing education in Ontario prior to January 1,

1987 and for the period from January 1 to December 31, 1987; 2) the concept of Level 1, Level 2, and Level 3 costs, discussed in the literature review, replaced the more limited terminology of overall and marginal costs; 3) rather than a sample of school boards, all boards of education and county and district combined Roman Catholic separate school boards were surveyed; 4) instead of two case studies, six were carried out, including one in Eastern Ontario and two in Northern Ontario; the cost of the additional case studies was underwritten by the school boards themselves or government agencies; 5) prevailing standards were described only for the six case study boards; 6) cost projections for the whole province were not made; 7) discussion of funding models was limited to a) an assessment of the financial effects of the pre-1987 grant regulations compared with the proposed $1,900 grant per full-time equivalent, b) an assessment of the adequacy of regulations for funding small classes, c) the funding of courses with French as the language of instruction; and d) the funding of general interest courses, including the impact of the discontinuance of provincial funding in 1982; and 8) only a technical report was prepared, with an extensive executive summary to serve as the non-technical report.

Organization of Report

Chapter 2 of the study provides an overview of the literature on the funding of adult education in general and in Ontario school boards, specifically. To provide context, the recent history of adult continuing education in Canada and Ontario is described. A framework for the costing of adult continuing education, drawn from the literature, is also presented.

Chapter 3 concerns the research approaches used to collect, analyze and present data. The two main sections deal with the conduct of case studies and with the conduct of the questionnaire survey of costs. Definitions of key terms, including the notion of Level 1, Level 2, and Level 3, costs are given.

Chapter 4 is a cross-case analysis of the case studies. Tables describe in brief the differing characteristics of the adult continuing education programs in the boards and their costs in 1986. The chapter provides a good guide to current standards of practice in the field of adult continuing education in larger Ontario school boards.

Chapter 5 reports the analysis of program costs for adult continuing education programs. An assessment is made of the probable impact on the net cost of adult continuing education programs to school boards were the new policy of $1,900 per full-time equivalent applied to all boards. An estimate is provided of the monetary value of voluntary services contributed to continuing education programs during 1986.

Chapter 6 focusses on the problem of explaining why some school boards have greater per pupil expenditures for adult continuing education than do others. Factors treated included types of program offered, sizes of programs, levels of teachers' salaries, and the like.

Chapter 7 presents conclusions drawn from the research reported. A bibliography and appendices follow. The appendices include both the English and French versions of the questionnaire and complete copies of the case study reports.

Chapter 2

FUNDING OF ADULT CONTINUING EDUCATION PROGRAMS IN SCHOOL SYSTEMS: A LITERATURE REVIEW

Adult continuing education has become a component of the publicly funded educational system because of changing demographic patterns and a commitment to lifelong learning, especially in core areas such as language and literacy. While the traditional mandatory role of schools has been to educate young people until the age of sixteen, there are adults who lack an elementary or high school level of knowledge and who now seek access to it. As a result, many educators are reassessing the role of continuing education services and assessing the costs of delivering these programs (Ministry of Colleges and Universities, 1986).

Continuing education, like other areas of education, has been affected in recent years by reduced levels of funding. During the affluent period of the 1950s and 1960s, demand for general interest courses, especially, grew rapidly without much restraint upon content, quality, or cost. However, in the 1970s and 1980s, the emphasis has been increasingly upon accountability and responsibility. In 1977, the level of provincial education grants for continuing education was frozen. In 1982, continuing education programs in Ontario were defined "for funding purposes to include credit courses, literacy programs for adults and national language instruction for adult immigrants" (Green, November, 1984 memo). This step eliminated provincial support for general interest courses.

The recent passage of *The Education Amendment Act, 1986*, (Bill 30) in

Ontario, which extended separate school jurisdiction to include high school programs, included a transfer of responsibility for continuing education of separate school supporters from public boards of education to separate school boards, although the issue was not specifically addressed in the legislation. Subsequently, funding for the 1987 calendar was established at $1,900 (times the school board's weighting factor) per full-time equivalent adult student enrolled in credit and grantable courses (but not general interest courses), with the option of using the 1986 Grant Regulations for funding until August 31, 1987 if doing so were to a board's advantage. In July of 1987, this latter option was extended to the end of 1987. The fiscal issues surrounding these policy changes have served to focus attention on the arrangements for continuing education in Ontario.

The purpose of this chapter is to review the literature which relates to the funding of adult continuing education, emphasizing that which suggests a framework within which the problem can be studied. The focus is upon the development of adult continuing education in Ontario; other major publications since 1980 are summarized and referenced. There are three sub-sections. The first provides a profile of adult continuing education, some definitions of continuing education, adult education and adult continuing education, and reviews the major funding issues. The second focuses upon possible research strategies which might help to clarify the funding issues. The third summarizes possible solutions for the major funding issues and analyses the advantages and disadvantages of implementing them.

A Profile of Adult Continuing Education in Ontario

Adult continuing education has been an adjunct of the educational system in Ontario for over one hundred years, but its program development has consisted of a series of short-term responses to societal demands. War Emergency Training Programmes, technical night school courses, personal interest evening classes, and basic literacy programs have each been a priority for relatively short periods of time while the schools have continued to go about their ongoing daily task of educating children (Thomas et al., 1979).

The demand for continuing education has steadily increased, however, and the numbers of part-time students enrolled in these courses will probably be greater than full-time enrolment of day school before the end of this century. By 1978-79, there were more part-time students in Ontario colleges and universities than full-time; in the school system, there were 315,000 part-time students, 1,290,337 elementary students and 611,668 secondary students (Ministry of Education, 1981). By 1983, one of every five Canadians aged 17 and over participated in some type of adult education course, although not all of these were in educational institutions (Secretary of State and Statistics Canada, 1985). Other providers were the workplace, churches and voluntary organizations such as the YM/YWCA and community centers. When this increasing demand is coupled with the large scale demographic shift to an older population, it is obvious that the nature of education is changing and so must the delivery systems (Ministry of Colleges and Universities, 1986).

Definitions Definitions of adult continuing education are as fluid as the changing educational situation. However, in Ontario one is evolving; writings on the topic provide a context for discussion.

Prompted by the decision of the Minister of Education to freeze grants for continuing education, Thomas, Holland and MacLeod (1979) suggested that the 1976 UNESCO concept of adult education as "an integral part of a global scheme

for lifelong learning and education" be adapted for Ontario. They recommended the UNESCO definition for adult education be rewritten as follows:

> ... the term adult education, in the context of Boards of Education in the Province of Ontario, denotes the entire body of organized educational processes, whatever the content or method, whether formal or otherwise, whether they prolong or replace initial education, deemed to be appropriate to Boards of Education, whereby persons regarded as adult by this society develop their abilities, enrich their knowledge, improve their technical and professional qualifications or turn them in a new direction and bring about changes in their attitudes or behavior in the twofold perspective of full personal development and participation in balance and independent social, economic and cultural development; and this adult education is carried out within a concept of continuing education provided by the Board for the entire community. Thomas et al., 1979, p.7

They suggested three alternative objectives that could be used to guide policy development. The first was to do the minimum the law requires; that is, to exclude from elementary school anyone less than six years of age and more than twenty-one years (RSO 1980 c129 s32 (1)) and to charge tuition fees to cover the costs of education for anyone who has attended secondary school for a total of seven or more years (RSO 1980 c129 s39 (6)). Although school boards had a legal responsibility to provide free education for individuals under twenty-one with less than Grade 8 accomplishment who were not enrolled in school and to provide individuals with secondary education if those individuals did not have seven years of secondary schooling, they were not obliged "to seek them out in their respective communities" (Thomas et al., 1979, p. 14).

The second alternative was to continue present policies which provided "slow but steady, if uneven, growth" of services. In practice, school boards provided courses for adults when there were sufficient numbers for direct costs to be covered; since the requests came from adults who initiated action, an imbalance in participation rates came about; those who needed most education were least likely to receive it.

The third alternative was to accept the UNESCO recommendations "in spirit and in deed: and do "all that the law allows". This approach would entail cooperation with other providers while providing "a clear mandate and responsibility for elementary and secondary education related to the major skills, knowledge and attitudes prevalent" in the community. The consequences of accepting this approach, they believed, would be a curriculum focussed on basic literacy skills and participation by groups who had special needs, such as immigrants, undereducated and handicapped. Another consequence of this approach would be financial. Although it seemed probable that savings due to declining public school enrolments would benefit the provincial government rather than local school boards due to the structure of the school grant plan, existing educational facilities could be utilized for expanding adult education at little additional capital cost (Thomas et al., 1979). The province could use its savings from reduction in school grants to fund operating costs.

The concept of lifelong learning provided a general umbrella under which the range of educational services could be broadened. While the general notion was accepted by government, the direction in which continuing education should develop remained unclear, formal legislation was considered to resolve this difficulty (Ministry of Education, 1981). Issues such as global funding and accountability, equity in funding, equity between full-time and part-time learners, equity between credit and non-credit courses, funding mechanisms and alternative sources of funding were reviewed (Ministry of Education, 1981, pp. 85-94).

Finally, in 1982, the Ministry of Education and the Ministry of Colleges and Universities issued a policy statement that provided definitions of continuing education, goals, and objectives, including financial objectives (Ministry of Education, 1982). The Ministry of Education's definition of continuing education was "the provision of opportunities for part-time or short-term learners following

or outside of formal full-time study. It includes both credit and non-credit courses and is mainly directed toward adults"; however, financial grants would be restricted to core areas.

Overall goals included the attainment of academic credentials such as a high school diploma, or higher, parallel opportunities, for continuing education in the national languages, and "to encourage schools, colleges, and universities whenever feasible to provide a broad range of other learning opportunities for adults". Objectives for school boards were the provision of part-time or short-term learning opportunities in the following areas: credit courses for adults and adult basic education "including specifically Adult Basic Literacy, English as a Second Language and French as a Second Language, and Citizenship and Language Training".

Student Demand and Program Characteristics During the 1980's demand for adult continuing education grew to include well-educated labor force participants who required retraining and upgrading (Ministry of Colleges and Universities, 1986). *Continuing Education: The Third System* (1981) had emphasized that business and industry provides a major share of adult continuing education. The creation of the new Ministry of Skills Development reflected this fact.

The increasing demand for continuing education in academic courses is being met primarily by educational institutions but the share of the market held by public educational institutions in Canada is declining. A Statistics Canada survey of adult education (1985) reported that 3.2 million Canadians (90% of adult enrolment) were part-time students and 52% used agencies other than schools, colleges and universities. As well, 335,000 full-time students took an adult education course in addition to their regular studies. In the survey, adult education was defined as "all organized educational activities - everything from job-related training and hobby courses - taken outside a full time program".

Participation rates varied across Canada with higher rates in the West than in the Maritimes. While the general participation rate of Canadians aged 17 or over was about 19%, in Ontario the participation rate was 20%. The sociological profile that emerged from the survey, which was conducted in 1983, showed that adult learners were between 25-34 years of age (29%), more likely to be women than men (56%) and likely to be university graduates (40%). Approximately one-fourth (27%) were born in Canada and one-fifth (20%) lived in large metropolitan centers. Men tended to take job-related courses which were paid for by their employer; while unmarried women took job-related courses for which they paid themselves; and married women took hobby and personal development courses.

The same trends were later reported by the Ontario Manpower Commission (1986), which noted people who are well-educated and in public administrative positions are the most likely to take additional courses. Thus, in the general picture of continuing education, specific disadvantaged groups are typically under-represented.

According to the Statistics Canada survey, the types of courses provided by educational institutions vary. University courses are academic while those at colleges and CEGEPs are job-related and/or meet personal development needs. School board courses are almost evenly distributed between personal development, hobby/craft/recreation and academic. Of the three levels of public institutions, school boards offer the lowest percentage of academic courses, the most hobby courses, and about the same proportion of personal development courses as the colleges. The overall average duration of an adult education course was 62 hours; for school board courses it was 61 hours.

These general Canadian statistics may not accurately reflect Ontario trends, but of the top ten national metropolitan participation rates, four were from Ontario. Ottawa-Hull (4th), Oshawa (6th), Kitchener (7th) and Toronto

(10th) (Statistics Canada, 1985, p.5). Other than tuition costs, funding was not discussed in the study.

Funding Ministry statistics on provincial grants do not reflect the entire adult continuing education situation at the school board level: no provincial funds are earmarked for general interest courses, and school boards may pay part of the costs of programs partially funded by the provincial government of other agencies. It is doubtful that anyone has a comprehensive understanding or the Ontario delivery system and its funding in this area of education. This section describes what information is available on funding. Before doing so, it is useful to set out the legal basis for offering various continuing education programs and programs for adults.

The Education Act, 1986, 19 (1) 10, gives the Minister the right to make regulations "defining and governing programs of recreation, camping, physical education and adult education". Boards may permit the school buildings "to be used for any educational and lawful purpose" (Sec. 150 (1) 23) and to establish summer school and evening classes (Sec. 150 (1) 29 and 31). Ontario Schools: Intermediate and Senior Divisions (Grades 7 - 12/OACs) states, "Although the main purpose of providing continuing education through evening and day classes is to benefit adults who have left school, another purpose is to accommodate some day-school students who have special curriculum needs" (Section 6.6); it is the principal's responsibility to assess individuals. Summer schools may be of three types: credit courses which help students to improve their standing, credit courses that have not been previously studied, transition courses that allow students to move from one level of difficulty to another.

In September, 1982, continuing education programs were defined "for funding purposes to include credit courses, literacy programs for adults and national language instruction for adult immigrants" (Green, November, 1984 memo), eliminating provincial funding of general interest courses available to

that time. The effects of the cutbacks were assessed one year later (Ministry of Education, 1984). Total enrolment in continuing education programs declined, but enrolment in adult basic education increased in all parts of the province, particularly in the large boards. In Northern Ontario both the numbers of classes and the enrolment of non-credit classes had dropped (classes from 2479 to 525; enrolment from 45,615 to 8783). Over 96 per cent of all registrants were with public boards; separate boards had only 4 per cent but this included 38 per cent of all courses offered in French. Courses offered in French were only 3 per cent of the total continuing education enrolment. Most general interest courses offered in French were discontinued. Although the scope of fundable continuing education was being more narrowly defined, the formula for calculating grants did not change.

Funding for continuing education in Ontario school boards comes from three primary sources: provincial grants, local property tax, and student fees. Federal funds and charitable donations (in terms of financial gifts or voluntary labor) supplement these major sources.

Provincial grants from the Ministry of Education are probably the single most important source of support for continuing education and are central to the discussion that follows. To appreciate the way in which these funds are allocated, it is necessary to first describe how funds are allocated for regular day school programs since regulations governing these serve as a bench mark for allocating grants for continuing education.

In general terms, provincial grants for regular day school are allocated on a "weighted unit" basis according to formulas that relate the size of grant inversely to the level of local resources. Pupils are the unit used in Ontario (as opposed, say, to teachers or classrooms) and weighting is based on a number of factors (e.g., need for compensatory education, need for English as a second language, and so forth). A board with 1000 students and a weighting factor of 1.1 would be

funded for 1000X1.1=1100 weighted pupils. Local resources are measured by the amount of equalized assessed property valuation per weighted pupil. The size of the provincial grant per weighted pupil is found by subtracting the amount that can be raised locally by levying a provincially determined mill rate from a provincially set level, usually referred to as the grant ceiling. If a school board chooses to set a lower levy (say 10 per cent less), then the grant is reduced accordingly. In Ontario, this grant plan is referred to as a "mill rate equalization grant plan" since any two boards levying the same mill rate will be able to spend the same amount, up to the grant ceiling. All expenditures over the grant ceiling per weighted pupil are the responsibility of local ratepayers.

Different grant ceilings are set for elementary and secondary students. For 1986 and 1987, the two years with which this study is primarily concerned, the elementary grant ceilings were set at $2,534 and $2,710 and the secondary grant ceilings were set at $3,445 and $3,621 respectively. Since this study is primarily concerned with adult continuing education, it is the secondary grant ceilings that are of particular relevance. In theory these ceilings are meant to reflect an amount that will, in a board with no special factors (i.e., where all students are weighted 1.0), provide an adequate education fulfilling all legal requirements set by the province. Essentially all school boards are spending above these amounts, some by as much as $3,000 per pupil at the secondary level, suggesting that either the grant ceilings are set too low or that most boards are providing service in excess of the level required by law. The particular reason is not of importance to this study, though it is important to recognize the grant ceilings differ from per pupil expenditure levels.

It is obvious that how one counts pupils is of central importance in determining how large provincial grants will be to a given board and how a total, fixed sum of provincial monies will be allocated among boards. For example, grants based on pupils <u>enrolled</u> will differ from grants based on pupils <u>in</u>

attendance since some boards will have higher rates of attendance than others. How pupils are counted for continuing education is linked to the process for counting regular day school pupils.

For regular day school purposes Ontario school boards count the number of full-time equivalent (FTE) resident pupils enrolled. A full-time student must be in attendance 151 minutes or more per day. Resident pupils are those whose parents live in the board's jurisdiction or who own property and pay taxes to the board. Enrolment is counted at three times during the year (the last school days of January, of April, and of September, weighted .3, .3, and .4 respectively). The resulting average is referred to as the day school average daily enrolment (ADE).

Regulations allow for counting half-time and part-time students as well as full-time students. Half-time students are those receiving 150 minutes of instruction per day; they are counted as .5 full-time equivalent. Junior kindergarten and kindergarten pupils are counted as half-time students under the regulations. Part-time students are counted by dividing their average daily time in class in minutes by 300 (i.e., by 5 hours). So, a student taking two courses, each meeting 50 minutes per day throughout the school year, would be counted as .333 ADE.

Given that the typical (or perhaps model) high school student must successfully complete 30 credit courses, each meeting a minimum of 110 hours, over a 4 or 5 year period (Grade 9 to Grade 12/OACs), it is evident a normal load would be between 6 and 8 credits per year. In fact, students, are reported to carry on average a load of slightly less that eight credits per year, implying most could complete their work in four years. However, reports also indicate most students are taking a longer period of time, electing to take extra courses in interest areas.

One particular area of discussion has been the minimum requirement to be

considered a full-time student. The Ministry of Education considered raising the 151 minute standard to 210 minutes two years ago. In practice, this would mean a student would have to take a minimum of six, rather than four, credits a year to be considered full time. Opposition to this proposed change in policy was particularly strong from school boards with large numbers of semestered high schools. In these cases, students often finish off their programs in the spring semester with lighter loads; the change would have meant significant losses of funds even though there would be no effective way for these schools to reduce costs since teachers are employed on annual contracts and school overhead costs (e.g., administration) are fixed.

Under regulations applying in 1986 (and in 1987 in boards where they are advantageous) funding for continuing education was linked to the funding of day school in several ways. For secondary credit, ABE, and adult ESL courses, the secondary grant ceilings applied for each continuing education ADE[1]. The treatment of continuing education ADE differed from that for regular day school students in its effect on a board's income, however. An additional full-time equivalent day school student would be counted as 1 ADE and would be added to the board's enrolment base, bringing about a reduction in the board's equalized assessed property valuation per pupil. As a result, the board's rate of grant would increase. The net result would be an increase in grant equal to the ceiling amount. However, the continuing education ADE was not counted in the enrolment base and therefore had no effect on the rate of grant. Instead, the net result was a gain equal to a fraction of the grant ceiling.

By way of example, an additional full-time day school student in 1986 was worth $3,445 to a school board, whatever its rate of grant (assuming a positive rate of grant). But one continuing education ADE for a school board with an 80

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[1]ADE is used here rather that FTE since there is no such thing as a "full-time" continuing education student in the grant regulations.

per cent rate of grant would have generated .80 x $3,445 = $2,756 in grant revenue. In a board with a 10 per cent rate of grant, the additional provincial grant would have been only $345.

The equivalency of one day school ADE and one continuing education ADE is also a critical matter that distinguishes continuing education from regular day school. Pupil counts in continuing education are based on cumulative hours of attendance or, in the case of correspondence education, numbers of lessons marked. The number of hours of instruction needed to generate one continuing education ADE in ABE, adult ESL or FSL, and credit classes (night school, summer school, or day time continuing education) is 970 hours, based on the assumption that a full-time day school program is composed of 5 hours of instruction per day for 194 days (5 x 194 = 970). Class rolls are maintained for each continuing education course. All hours are counted unless a student is absent from three consecutive sessions, in which case the hours for these three missed sessions are lost for funding purposes, even if the student returns. The rationale used by the Ministry of Education for this rule is that three sessions of evening continuing education is equivalent to three weeks of regular day school and regulations for day school require that a student be dropped from the rolls if the student is absent for three consecutive weeks.

To recognize the higher costs of small classes of fewer than 15 students, up to 5 bonus or ghost students are granted for specific progrms: Adult Literacy and Numeracy, Citizenship and Language, ESL, FSL, and credit courses taught in French for francophones. For example, a class of 14 is allowed to be counted as 15, a bonus of 1; a class of 10 also counts as 15, a bonus of 5; a class of 3 is counted as 8, also a bonus of 5. The effect of this policy can be sizable; one class of 15 meeting 90 hours generates 1.39 continuing education ADE ((15 x 90)/970) while 5 classes of 3 each generate 3.7l continuing education ADE (since each class counts as 8 students).

For students enrolled in credit courses for continuing education, it can be seen that one student would have to take 10.777 credits (970 hours)/(90 hours/credit) in order to generate for the board 1 continuing education ADE. Credit courses through continuing education must meet at least 90 hours, while credit courses in day school must meet 110 hours. Alternatively, one can view this equivalency as meaning that adult learning and teaching styles allow a continuing education student to complete the equivalent of a full time year's study (8 credits) in 720 hours of instruction rather than 970 hours. Thus, just 74 per cent, (720/970) of the funds needed for a full-time day school student would be needed for a continuing education student with the same load, assuming 90 hour courses and the same hourly rate of expenditure.

The method of counting of independent study students (correspondence or self-study) studying under continuing education differs somewhat from that used for other courses. A ratio of .1134 is used to multiply the credit value (e.g. 1 credit or 1/2 credit) of a course. A student would have to complete 8.818 full credits (1/.1134) in order to generate the equivalent of one continuing education ADE. This is equivalent to using the 970 hours per ADE referred to above, but dividing by the number of hours per credit used for day school (110 hours). That is, 110/970 =.1134.

Independent study continuing education ADE is actually based on the amount of lessons marked. A single credit course is accounted for as 20 lessons marked; the total number of lessons marked is multiplied by .00567 to yield ADE. Note that 20 x .00567 = .1134, the proportion referred to above.

Regulations do allow for independent study courses that meet certain criteria to be counted as day school courses. One day school ADE is granted for completing 7.5 credit courses, implying a different equivalency than that used for continuing education independent study courses.

An additional difference in the treatment of day school and continuing education enrolment involves the treatment of resident and non-resident students. If a board accepts a day school student who is resident in another board (e.g., a neighbouring board), it may bill the other board for the cost of the student, but the other board may decline to pay, (unless it is a coterminous board as defined by *The Education Amendment Act, 1986*). The board can then claim provincial grants for the student and has the option of billing the student for any costs over the grant ceiling the board spends for educating that student. For example, if the boards average expenditure is $6,000 per pupil at the secondary level and the grant ceiling is $3,621, the student could be billed $2,379. The bill may be higher in the case of high cost special education, trainable mentally retarded and technical programs. In the case of a coterminous public/separate board, the receiving board bills the sending board an amount equal to the receiving board's average expenditure (except in the case of high cost programs). In this case, the sending board receives an extra grant (at its usual rate of grant) on the amount the receiving board spends in excess of its own average per pupil expenditures. For example, if a public board of education spends an average of $6,000 per pupil and enrolls a student from a coterminous separate board that spends an average of $5,000, it bills the separate board $6,000. The separate board receives its usual grant on the first $3,621 (for 1987) plus its rate of grant on the $1,000 extra ($6,000 - $5,000) the public board spends.

For continuing education, in contrast, a receiving board may count a neighboring or coterminous board's student in its pupil count and receive provincial grants as outlined before. No extra charges are levied to these students personally or to their boards.

These funding regulations are important in cases where a board operates a day time adult program. It has two choices in terms of grant funding: count academic students as day school students and follow the first set of rules, or count

them as continuing education students. Since some large urban boards have many non-resident adult students, how they claim for them may have considerable financial impact on their revenue from the province, from local ratepayers, and from other boards. It will also affect the financial status of the sending board. The regulations are sufficiently complex that it is often difficult to judge the impact of the two options or for various boards to agree on how the impact can be assessed.

The new funding arrangement for continuing education that came into effect on January 1, 1987 did not affect the manner in which students were counted for grant purposes for continuing education, but did affect the size of grants per continuing education ADE. Instead of an amount per continuing education ADE equal to the product of their grant ceiling and rate of grant, each board would receive $1,900 times its grant weighting factor, with the exception that those boards that would lose funds under this level of funding would continue to receive funding at their former rate until August 31, 1987 (since extended to December 31,1987). For those with less than 52.5 per cent rate of grant, the new funding arrangements meant a larger grant than previously would have been the case; for those with a higher rate of grant, it will mean less funding in the future unless the level of funding is raised considerably.

The basis for the choice of $1,900 per continuing education ADE is not altogether clear. The November, 1986 statement of the Minister indicated that the full cost of continuing education programs would be covered. Such a policy meant that no local funds would be required and, hence, the identity of the school system which the adult student supported would be irrelevant to his or her access to continuing education programs funded by Ministry grants. It would appear the figure reflects the average government grant for education; that is the province currently funds almost 50% of the cost of education up to the grant ceiling in the board of average wealth. Funding for adult basic literacy, citizenship and

language, English or French as a second language, adult for credit and correspondence courses, the continuing education grants totaled $15.5 million in 1985 (Ministry of Education, October, 1986 memo). By program, the provincial grants were, in round figures:

Adult Basic Literacy	$3.1M
Citizenship & English	.2
E.S.L.	4.3
Adult for Credit	6.7
Correspondence	1.2
Total	**15.5M**

Ten boards received approximately $9 million dollars:

Metro Toronto Bd. of Ed.	$2.0M
Metro Separate Sch Bd	2.0
Ottawa Bd of Ed	.8
Sudbury District RCSS Bd.	.8
London Bd of Ed	.7
Prescott and Russell County	.7
Lakehead Bd of Ed	.6
Windsor Bd of Ed	.5
Stormont Dundas Glengarry	.5
Total	**$9.2M**

Ministry of Education, October 16, 1986

These figures reflect the actual amounts received by school boards and are determined by the boards' rates of grant, not the amounts that would have occurred if 100% of the "recognized costs" had been provided. Of the 121 boards listed in Ministry reports, 47 did not receive any grants.

The November, 1986 announcement that it would fund continuing education programs for 1987 at the rate of $1,900 per ADE (x the weighting factor) did not affect funding for general interest courses, which remain fully financed by local boards and/or tuition fees from students. Reflecting this situation, some boards of education announced higher fee structures for adults enrolling in general interest courses who do not support these boards with their

taxes, and some coterminous public and separate boards entered into agreements to accommodate one another's adult students enrolled in general interest courses.

Summary In summary, the profile of continuing education at the school board level in Ontario changed considerably during the past decade (1978 - 1987). There has been a clarification as to its scope and as to who has the responsibilities for funding different programs. The Ontario definition of continuing education, at all levels of the educational system, endorses the UNESCO concept of lifelong learning and commits the province to helping prepare adults for ongoing educational opportunities and upgrading. The Ministry of Education supports academic upgrading to high school certification levels, assists immigrants to learn the national languages, and assists all residents who desire basic literacy skills. These objectives are carried out through programs that the school boards organize. Provincial funding is restricted to these core areas, but boards may offer personal development and hobby or job-related courses as long as they are self-supporting, or, possibly, supported by the local tax base.

Ontario has a slightly higher participation rate for adults in continuing education than the Canadian average and, within its educational institutions, is probably more academically oriented. However, educational institutions (schools, colleges, universities) have just over 50 per cent of the total adult education market. Cutbacks in 1982 reduced the numbers of general interest courses being offered by school boards. School boards in Northern Ontario, courses in the French language, and small school boards were affected most by the change. In 1985, continuing education grants totaled $15.5 million; ten boards received approximately 60%. Although the total number of enrolments declined as a result of funding changes, there was an increased enrolment in credit courses and adult basic literacy courses.

There is concern about many aspects of the continuing education delivery

system: standards, teacher credentials, responsibilities to disadvantaged groups, and the provision of educational opportunities to communities where there are few other local providers (Ministry of Colleges and Universities, 1986). In addition, the extension of funding to the separate school system created a situation in which the delegation of monies paid by local taxpayers to the school system makes access to education in coterminous boards unclear.

Three questions require attention to resolve a number of the issues raised:

- what is the actual cost of continuing education services;
- how can the present funding system be refined; and
- what are alternative systems for funding this area of education that may deserve consideration.

Conceptualizations and Strategies for Funding Continuing Education Programs

Waldron reviewed the literature on funds and funding of continuing education and immediately commented on the lack of material (Waldron, 1985). The definition for continuing education used in his study, "a planned, organized sequence of learning events", included non-credit but excluded incidental learning and self-directed learning (Waldron, 1985, p.2). The most common concern expressed in the literature, both in Canada and internationally, was the decline or lack of support for continuing education programs from governments since the mid-1970's. The second concern was how to determine the actual level of non-governmental funding. There were very few reference materials on the availability of physical resources and a limited amount of information on new delivery systems, such as distance education.

Dennison has done cost-benefit system analyses in British Columbia on three college programs (Waldron, 1985) and a framework for analyzing adult education programs was developed in an American study (Anderson and Kasl,

1982). It is the latter framework that has been adapted for the present cost analysis of adult continuing education in Ontario and details of it are discussed later. Much of Waldron's review is a discussion of three alternative funding models.

Parafiscal Model: a system of government financing which can be supplemented by voluntary funding provided that the program meets existing criteria. This approach includes various forms of grants either to institutions and agencies or to individuals. It can also include foundation and business/industrial support;

Individual Drawing Rights Model: a financial support system such as a Registered Education Savings Plan. This system would benefit individuals who are employed more than it would unemployed people, but would emphasize the need for ongoing education in a society which is changing rapidly.

Entitlement Model: this system would utilize specific individual bonuses such as vouchers, tuition waivers, tuition tax credits or scholarships and bursaries.

Waldron concluded that, as continuing education programs receive less government support, there would be more entrepreneurial activity and a greater emphasis upon more accurate cost accounting, better reporting and accountability, and more interest in alternative funding models.

A Framework for Costing ACE Programs

Anderson and Kasl emphasize the importance of context when developing cost accounting systems and stresses that it is much more difficult to assess non-profit organizations than profit organizations which do not have a public service mission (Anderson and Kasl, 1982). Full costing, which includes both direct and indirect costs, is "a requisite to understanding the total cost picture" because,

when all indirect costs have been allocated, the total cost output can be multiplied by unit costs to obtain total organizational costs (Anderson and Kasl, 1982, p. 19). Direct costs are those which can be related easily and directly to a cost object such as instructor salaries. Indirect costs are those operational costs that are part of a program but which are more difficult to associate with a particular unit, for example, overhead costs. In some instances, it is difficult to easily determine which is the appropriate level to assess costs. The salary of an administrator might be an indirect cost to an evening course but a direct cost of the entire program.

When these concepts are applied to adult education, several other difficulties immediately become apparent. Because of differing educational objectives, courses do not have the same priorities. Courses usually fall into one of three categories: basic education or life skills, vocationally-oriented courses, and general education and avocational courses (Anderson and Kasl, 1982). Usually, courses within the first two categories are supported by government funding while the third category is expected to generate tuition income. Also, "the shared nature of many of the system's resources adds to the difficulty of arriving at a clear picture of true program costs (Anderson and Kasl, 1982, p. 16). However, general patterns of data can be obtained by developing a framework within which information can be compared across organizations. They define three levels of cost.

Level One costs are those which are directly associated with the classroom. These include expenses for salary and benefits, books and supplies, rental and other contract services. Volunteer services should be included at this level because their services often eventually become salaried and because their time represents a loss of income to individuals who might otherwise be working elsewhere. However, this cost should be highlighted to avoid "inappropriate and wrong decisions" (Anderson and Kasl, 1982, p.24).

Level Two costs are those in all other operational areas which involve the program. While organizations vary in how they organize these costs, four general principles can help to guide their allocation: the basis for assigning the costs should be reasonable and causal; the basis should be consistent and quantifiable; the basis should be convenient and inexpensive to administer; the basis should be understandable. These costs include administrative salaries, student services such as counselling and assessment, secretarial services, caretakers, inservice, promotional, rental of facilities and services, travel, capital and other general expenses (Anderson and Kasl, 1982, p.22.).

Level Three costs are those which reflect the "services provided by the parent organization"; usually, these are indirect overhead costs such as central office and general organizational costs which cannot be determined with exactitude but which can be estimated by apportioning a percentage.

In the comparative study that Anderson and Kasl did among American public school systems, colleges and universities, professional associations, employers, proprietary occupational schools, tutors, community organizations and unions, public schools devoted proportionally more to Level One costs (67%) and were the third lowest category for Level Two (24%). Public school costs per pupil learning hour (PLH), at $2.00, were lower than any of the other providers because of the relatively large enrolment of ABE and Remedial English courses. The public school systems had 9% of the adult education market while colleges and universities had 38% and employers, 11% (Anderson and Kasl, 1982, p. 302). In the U.S.A., employer participation rates are probably higher for employers and lower in educational institutions than in Canada.

It is the Anderson and Kasl study that has been adapted for the present study. The difficulties in collecting comparative data are already apparent, but it seems likely that general patterns of costing can be obtained from Ontario school boards. While it will be time consuming to allocate costs to Levels One and Two,

and while it takes time to determine comparable units of assessment, the results will provide a basis for suggesting refinements to the existing system.

Alternative funding models suggested in the Waldron review offer provocative new concepts which may be worth considering in the long term. However, the structures of adult continuing education delivery systems are already so large and so complex that it is unlikely they can readily or easily be changed. It is obvious they must be defined more clearly and, to some degree, standardized - especially with regard to financing. Before such decisions can be made, a consensus on the rationale for and definitions of adult continuing education is desirable.

An Overview of the Problem Areas

Adult continuing education programs in the school system service one component of the adult education market, a market which is increasing throughout the world. A commitment to lifelong learning is not just a UNESCO concept; it is considered a reality of the future (Ministry of Colleges and Universities, 1986). As technological change affects all levels of society, many people require more information and possibly upgraded or new skills (Ontario Manpower Commission, 1986) in order to remain or to become employable. In the past decade, the demand for continuing education has been greatest among well-educated, urban adults; they have enrolled primarily in job-related, personal development and hobby courses (Statistics Canada, 1985). While educational institutions (colleges, universities and schools) provide the majority of academic courses, their share of the total market is slightly more than 50%. Given this trend, it appears that disadvantaged groups such as immigrants who need to learn the national languages, people who lack basic literacy skills, and individuals who do not have high school, and adults with special needs who are no longer eligable for special education programs may become more disadvantaged unless they have assistance.

It is precisely these latter groups of adults that the Ontario Ministry of Education has targeted as one of its responsibilities (Ministry of Education, 1982). Providing access to continuing education programs in the school requires school board initiative and tuition for these core areas is free, though there are many problems in the delivery systems. Some of these problems are the significant differences between the North and the South, urban/rural and large/small school boards (Ministry of Education, 1986).

In addition to the core areas, there are community enhancement programs, such as driver training programs and at the periphery, personal interest courses, some of which are vocationally related and others which are non-vocational. Perhaps the priority given to these courses could be conceptualized as follows:

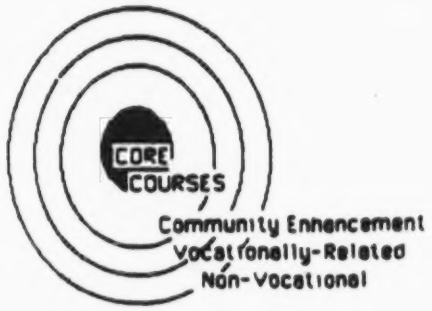

Figure 2-1: A Model for Prioritizing Adult Continuing Education Courses within the School System

If this conceptualization, or some similar conceptualization, were used to help focus school board priorities, then individual boards could establish objectives based upon the needs of their communities. Also, perhaps some of the associated problems could be more easily comprehended and resolved.

Other problem areas include Level One costs such as teacher salaries. First, it is not clear whether teachers, who instruct in non-credit adult continuing education programs which contain diverse student groupings, should be paid at the same rates as those who teach credit continuing education or day school courses. Second, there is a debate about the appropriate certification, if any, that should be required for instructors of adults. Third, many volunteers currently help to lower pupil-teacher ratios and assist in other duties; eventually volunteers may become salaried employees or may choose to commit their efforts elsewhere. Fourth, recent court cases concerning the status of teachers suggest most if not all continuing education teachers must be treated as teachers as defined in *The Education Act* and related acts. These decisions could result in increasing salaries and benefits for continuing education teachers.

The problem of assigning costs to levels is of concern. Administrative costs are sometimes included as direct costs to the program (Level Two) and at other times are considered Level Three costs. Facilities require additional heat, lighting, maintenance and upkeep if used for continuing education; these extra costs are often difficult to separate from overall board costs, especially for smaller programs. Inservice training and promotional materials, such as calendars, are program costs that are sometimes shared with other community agencies, again making the determination of appropriate shares of costs difficult.

Since most adult continuing education students are part-time students, it is difficult to determine the most appropriate method of calculating unit costs (Waldron, 1985). Should they be based upon hours of instruction, students enrolled, or students in attendance? If priority is given to some courses, would a differential granting system for higher priority courses be better than a flat amount per pupil unit? How much of the actual cost does the $1,900 per pupil allotment adopted in Ontario cover?

The existing literature suggests that the approach taken in the present

study should provide data which will help to answer these difficult questions. The next chapter describes the approach in detail.

Chapter 3

RESEARCH PROCEDURES

The research design or plan for this study has two major parts, a set of case studies and a survey of school boards. The case studies were intended to provide an accurate description of the kind and quality of programs being offered in a small number of boards. The purpose of the survey was to provide information on continuing education cost and expenditures throughout the province. In planning both aspects, the research team worked closely with the study's advisory committee.

The Case Studies

Six case studies were conducted in all, five initial studies and one confirmatory case study. The latter was intended to validate some of the inferences drawn from the earlier studies.

The six case study boards were selected according to three principal criteria: strength of their continuing education program, ease of access, and diversity in terms of type of board (public or Catholic), language of population served (primarily French speaking clientele or primarily English speaking clientele) and region (North, East or Central/Western Ontario). A de facto fourth criteria was also used; namely, whether or not the contiguous board was being studied. In two cases, including that involving the confirmatory case study, both a public and a Catholic board in the same community were studied.

The five initial case studies were conducted during May and June of 1987. Since the study had been funded in April, it was necessary to gain rapid access to

the boards. Boards were contacted two to four weeks before the case study took place. Initial contact was usually with the director of education who, upon approving participation, appointed a contact person with whom the researchers could coordinate their visit. Both the director and the contact person, who typically was the individual primarily responsible for the operation of the continuing education program, were sent a copy of (1) the outline of the case study, (2) a list of documents to be collected, (3) a list of individuals with whom the researchers would like to speak. These documents had been developed by the research team and modified after discussions with the advisory team. See Figures 3.1, 3.2, and 3.3.

COST OF ADULT CONTINUING EDUCATION (ACE) IN ONTARIO SCHOOL BOARDS

Outline of Case Studies

I. Organization of Continuing Education (CE) Program
   A. Administration
   B. Instruction
   C. Student Services
   D. Relationship of CE and ACE
II. Resources
   A. Budget and the budgeting process
   B. Equipment
   C. Supplies
   D. Facilities
III. Staff
   A. Salaries
   B. Benefits
   C. Nature of Contract
   D. Credentials
   E. Availability
   F. Source (same or other board)
   G. Number of staff
IV. Clientele
   A. Age of students
   B. Background
   C. Needs
   D. Resources
   E. Number of students
   F. Program status of adults (CE or day school)
V. Curriculum
   A. Content of Courses
   B. Process of determination
VI. Program History
   A. Mission
   B. Origins
   C. Future

Figure 3-1: Outline of Case Studies

COST OF ADULT CONTINUING EDUCATION (ACE) IN
ONTARIO SCHOOL BOARDS

Supporting Documents for Case Studies

I. Statistical and Financial Data
   A. Completed survey questionnaire
   B. Enrolment by type of course (e.g., credit, grantable, non-credit, general interest, other) for past five years
   C. Other
II. Program Description
   A. Course schedule
   B. Annual report for CE program
   C. Advertisements
   D. Mission statement
   E. Other
III. Program Administration
   A. Board organization chart
   B. Role descriptions for CE personnel

Figure 3-2: Supporting Documents for Case Studies

COST OF ADULT CONTINUING EDUCATION (ACE) IN
ONTARIO SCHOOL BOARDS

Subjects Interviewed in Case Studies

I. Administration
   1 Director of Education
   1 Chair or other member of school board concerned with CE
   1 Supervisory officer responsible for continuing education
   2 Staff members (e.g., planner, coordinator, or administrative assistant involved in administration of CE)
   3 School principals involved with CE
      1 day school principal with adults in regular program
      1 daytime CE program
      1 nighttime CE program
II. Student Services
   2 Persons (e.g., counsellors, attendance personnel, psychologists)
III. Teaching Staff
   2 Credit course teachers
   2 Non-credit, grantable-course teachers (e.g., adult basic education)
   1 General interest course--personal interest
   1 General interest course--vocational
IV. Students
   1 Credit course
   1 Non-credit course

Total: 18

Arrangements: Please arrange interview schedules for two interviewers over two days. Interviews may be scheduled at one or two sites each of these days.

Note: This list has been modified to reflect the case studies as actually conducted. Students were added to the list during conduct of case studies. The exact numbers and positions of persons interviewed varied from board to board, but always numbered between 15 and 20 in total.

Figure 3-3: Subjects Interviewed in Case Studies

Typically, two interviewers participated in each case study. Interviews were schedule over a two-day period in one or two locations. Each researcher conducted between four and six interviews each day. Notes were taken on the forms developed for the purpose and subsequently dictated for transcription or typed directly from the notes. During the visits relevant documents were also collected, including program descriptions, collective agreements, enrolment reports and the like. The survey questionnaire being completed by the board was also matched with the other information.

After transcription of the interviews, the various documents were collated and reviewed. Then, one of the researchers drafted the case study following the outline referred to above. After being reviewed by the other researcher the draft was sent to the contact person in the case study board for review, with the suggestion that individual circulate it to other interested individuals. In several cases, copies were forwarded directly to other staff concerned with continuing education. The form of feedback had been agreed to by the directors of education, who were also invited to participate in the review.

Boards were requested to provide feedback on three specific issues: the accuracy of the case study, completeness of the study, and opinions related to the assessment of the situation by the researchers. In all cases, only minor inaccuracies and omissions were noted by board personnel; in general, they also concurred with the assessment of the researchers although they sometimes felt one or two points had been under- or over- emphasized. With this information, the case studies were revised along the lines suggested; inaccuracies were corrected, omissions filled, and assessments modified to provide better balance.

After completion of the first five studies, the cross-case analysis of the results, which is presented in the next chapter, was prepared. The methodology used in preparing that analysis is reported in the chapter.

The confirmatory case study was scheduled in the fall of 1987 in a board contiguous with one of the initial case study boards. The same general methodology was used, though questions were directed toward testing inferences drawn from the cross-case analysis.

All six case studies are reproduced in the appendices of this report.

Survey of Costs and Expenditures

Activities concerned with the survey of adult continuing education costs occurred in three stages: development of the questionnaire, administration of the questionnaire, and analysis of the data collected.

Development The survey questionnaire, like the case study materials, were drafted by the research team, reviewed by the advisory committee, and then revised. However, unlike case study interview guides, questionnaires cannot be revised once the study is underway. Therefore, the second draft of the questionnaire was pre-tested in eight boards, each with a member on the advisory committee. Based on the pre-test results, refinements were made in a number of areas; for example, questions about the numbers of continuing education students were revised to parallel data reported to the Ministry of Education. Subsequently, the questionnaire was translated into French.

The questionnaire, which is reproduced in full in the appendix of the report, was divided into three parts. The first part was concerned with 1986 expenditures for ten programs: Adult Basic Literacy and Numeracy, Adult Citizenship and Language, Adult English as a Second Language, Adult French as a Second Language, Daytime Continuing Education Credit Courses, Evening Continuing Education Credit Courses, Correspondence/Self-study, General Interest Courses, Summer School Credit Courses, and Driver Education. The first eight of these programs were grouped together, as they are the programs primarily concerned with adult continuing education, as were the last two.

Boards were requested to provided expenditures on a program-by- program basis for two levels of costs: Level 1 costs are "those directly associated with classroom expenditures for specific programs"; Level 2 costs are "administrative costs directly associated with specific programs or associated with administration of the adult education program itself, but not the board as a whole." Under Level 2, a distinction was made between administrative expenditures that applied to particular programs (direct program administration costs) and those that applied to the entire continuing education program (indirect program administration costs). Those completing the questionnaire were instructed not to "pro-rate administrative costs to specific programs by means of formulas (e.g., according to program enrolment)." However, staff salaries could be apportioned among programs if staff positions were budgeted using fractional full-time equivalents (FTEs); e.g., .5 FTE for administering program A and .5 FTE for administering program B. These strict guidelines were provided in order to ensure that the data collected were as comparable as possible among boards. The prohibition of pro-rating Level 2 indirect program administration costs was included so that the researchers could test alternative methods of pro-rating these expenditures.

Level 1 costs were divided into five categories: salary and benefits (paid and volunteer), books and supplies, rent, contractual services and other. Level 2 costs were divided into nine categories: administrative staff, student services, secretaries, caretakers, inservice education, promotional, rent, travel, capital and other.

As well, Level 3 costs were defined as "fixed costs that are associated with the administration of the entire system but exclude Level 1 and Level 2 costs for both the day school and continuing education programs". A method for estimating these costs was provided in the questionnaire although, as discussed later, it did not prove adequate.

In addition to questions concerning expenditures, Part 1 of the

questionnaire also included space to report enrolment data in various forms (class enrolment, number of classes, number of pupil hours, hours re: small classes, and equivalent deemed Average Daily Enrolment) and information about revenue (1986 provincial grants, local taxes, tuition fees and other).

Part 2 of the questionnaire included a variety of questions about the continuing education programs of a board. Topics included enrolment by gender, extent of daytime continuing education program, alternative providers of continuing education in the community, alternative programs in the community, the impact of the discontinuance of provincial funding of general interest courses in 1982, and the extent of continuing education services for special populations: handicapped adult students, adults formerly enrolled in special education, and native peoples. One question also sought extensive information about pay scales for credit, non-credit grantable, and general interest courses offered during daytime adult, evening, or summer school. Separate information was collected for teachers with and without Ontario Teachers' Certificates.

Part 3 of the questionnaire asked brief questions about key problems faced in adult continuing education, the nature of these problems (short or long term), and about innovative programs in the board.

Administration After final revisions, the questionnaires were printed and, in late April 1987, forwarded by courier to all 125 public boards of education and county and combined Roman Catholic separate school boards listed in the 1987 Directory of School Boards published by the Ontario Ministry of Education. Accompanying the questionnaire was a brief summary of the study and its objectives. Return of the completed questionnaire was requested by May 30, 1987.

Boards with both English-language and French-language continuing education programs received questionnaires in both languages. They were asked to report the costs and expenditures for the two programs on the respective questionnaires.

In early June, 1987, a letter was sent by regular mail to directors of education in all school boards that had not responded. The last questionnaire received was returned in mid-July.

In all, 72 responses were received, 58 per cent of the total. In 17 cases, the response was a letter or phone call indicating that the board had no adult continuing education program. As well, 15 of the returned questionnaires provided no useful data. In most these cases, extremely small programs were offered or programs were limited to driver education or summer school for adolescents. In a few, however, board staff had been unable to provide sufficient information (e.g., separate program costs and program enrolments) to use the results in the analysis. Thus, there were 41 usable questionnaires. Fortunately, these 41 included almost all major cities and most large boards across the province. In practice, then, the data cover the vast majority of adult continuing education enrolment in the province. Among the usable returns were seven from Catholic school boards and two from boards with significant French-language programs.

Analysis of Data The first stage of analysis concentrated on Part 1 of the questionnaire concerned with expenditure levels for the various programs. To analyze these data, a spreadsheet was developed in which responses from the 41 boards could be placed. For the purposes of analysis, the two French- language programs were treated as separate boards, so that the effective sample size was 43.

After the data reported were entered into the spreadsheets, totals were checked against those submitted and inconsistencies corrected. In some cases, incorrect numbers had been entered into the spreadsheet; in others, the total submitted had been incorrect.

Analysis of the spreadsheet data involved pro-rating indirect administrative costs and calculating a number of averages, standard deviations,

and numbers of respondents with particular programs. A detailed description of these is presented in the chapter where the results are presented.

Several difficulties occurred in the spreadsheet analysis. It was clear, in a number of cases, that erroneous data had been submitted. In one instance, for example, the cost per pupil was so low that a salary half that reported in Part 2 of the questionnaires would have had to have been paid teachers. In all, about twenty instances of questionable data were noted. Given the difficulty of tracing the origins of the errors, the data for the particular program in question were omitted from the analysis. Although other, less obvious errors may also have been made, it is likely that underestimates and overestimates would cancel one another.

Another problem arose in the analysis of data collected to estimate Level Three costs. The approach we had developed with some optimism proved to be inadequate. The data reported showed so much variation, when expressed in per pupil terms, that it could not be used. Our difficulties paralleled those in other field studies. Therefore, we adopted the solution that others have used: Level Three costs were estimated as a fixed percentage of total Level One and Level Two costs.

It is worth noting that Part 1 of the questionnaire was extremely difficult for school board staff to complete since boards do not normally retain records in the form they were requested. That the data are as good as they are -- and judging from other analyses reported in the literature they are much better than average -- is a credit to the efforts of school board staff involved.

Analysis of Part 2 of the questionnaire involved both descriptive and analytical statistics. First, frequencies and percentages of responses were prepared where appropriate. Second, regression analysis was used to explain variation among the boards' per pupil expenditures for continuing education. Finally, the content of the responses to Part 3 was accumulated and summarized.

Summary

This investigation into the costs of adult continuing education in Ontario used two major research methods: case studies and mail survey questionnaires. The two methods provide complementary information, the first providing a detailed picture of just what it is the people of Ontario are purchasing when they fund continuing education through government agencies and the second describing just what different types of programs are actually costing.

Collection of the data for the study was carried out between late April and mid-July, 1987, with one confirmatory case study in October. Throughout the development of interview guides, questionnaires, and the like, the researchers worked closely with their advisory committee.

A cross-case analysis, presented in the next chapter, was carried out on the individual case studies. A spreadsheet was used to calculate summary statistics describing program costs. Descriptive statistics and regression analysis were used to analyze supplementary questions.

Chapter 4

CASE STUDIES OF CONTINUING EDUCATION: A CROSS-CASE ANALYSIS

Purpose of Case Studies

The analysis of the financial data collected by questionnaires mailed to all school boards in the province provides information about only one dimension of continuing education programs; namely, their cost. They provide little or no information about modes of delivery, levels of service offered, organizational and community context, or expectations of the future. To address these issues, a series of five initial case studies were carried out, supplemented by a sixth, confirmatory case study to test the validity of conclusions drawn from the cross-case analysis of the first five.

Obtaining and analysing valid information concerning these non-fiscal dimensions of continuing education, and particularly adult continuing education, is important for a number of reasons. First, it seemed imperative to describe the types of programs and levels of service that were being provided in order to make clear the nature of contemporary continuing education programs. For whatever reasons, many persons -- both inside and outside of school boards -- are not aware of developments that have been and are taking place in this field. Second, in order to have a basis for interpreting the financial data and likely future trends, it was necessary to identify the dynamics behind the formation and growth of continuing education. Without this insight, a danger exists that current levels of service are taken as being fixed, when in fact they may represent only one stage

of a continuing process. The fiscal implications of such an assumption are evident in that future needs and costs might be severely underestimated. Finally, we felt it worthwhile to place a human face on the programs under study because the fiscal emphasis of the study might suggest inattention to this dimension which is critical in all educational programs.

The case studies addressed six questions about each board's continuing education program: What was the history of the development of the program? How is the program organized? What resources are committed to the program? What type of curriculum is used? How is the program staffed? Who are the program's clientele? Taken separately, the five initial case studies provide answers to these questions for the boards concerned, but do not reveal broader patterns that may be of importance from the perspective of developing policy at a provincial level. Therefore, this cross-case analysis, and the confirmatory case study, provide both insights and confidence in conclusions drawn from the study.

Methodology

Although case studies are usually valued for their depth, detail, and holistic perspective, critics often have questioned the ability to generalize from them. One answer to this criticism, adopted in this study, is to use a standard approach to the collection of data; that is, to collect information along a fixed set of dimensions, to collect information from similar types of sources, and to use the same collection instruments. In the present case, an outline of topics, related to the six questions referred to above, was followed; persons in similar roles were interviewed; and the same interview schedules were followed. As well, in all but one case study, the same two interviewers collected data (in the one case an additional interviewer also took part), synthesized them, and prepared the case study reports. Copies of the outline, roles of persons interviewed and types of documents collected were included in Chapter 3 and the interview guides are reproduced in the appendices of the report.

The five school boards that were subjects in the five initial case studies represented a diverse set of Ontario school boards. Boards were selected from Eastern, Central and Northern Ontario; both public and Catholic school boards were included; boards both with and without significant numbers of Franco-Ontarian students were selected. All had reasonably extensive continuing education programs and some were responsible for serving outlying rural areas. In one instance, the two boards were contiguous public and Catholic school boards. The subject of the confirmatory case study was a board contiguous with one of those already studied.

Results

This section presents a comparison of the five case-study boards along the six dimensions are used to portray the boards in the case studies: organization, resources, staff, clientele, curriculum and history. These are the same major elements used in presenting the case studies, which are reported in the appendices of this report.

Table 4.1 presents a comparison of the organizational structures for the continuing education programs of the five boards, which are compared on the basis of the administrative roles that they have defined, the types of programs they offer, the student services they provide, and the relationship of the entire continuing education program to adult continuing education specifically.

Organizational Components As table 4.1 demonstrates, continuing education programs do not have an extensive administrative framework. Although all report to a superintendent, only one board has a full-time superintendent of continuing education, of which adult continuing education is but one of many responsibilities; two have full-time principals (in another board, a full-time principal of the adult day school is not a member of the continuing education department). Two departments have a coordinator or administrator as

the senior line administrator. Only one board has three levels of full-time administrative personnel; in the other boards, full-time personnel tend to be at lower levels of responsibility than that of principal. This latter arrangement reflects the image of continuing education programs as being add-on, ad hoc courses while the reality is that of a varied and diverse set of offerings which require planning and supervision.

	Boards				
Organizational Components	Case 1	Case 2	Case 3	Case 4	Case 5
Administrative Roles					
Superintendent					
Full-time	x				
Part-time		x	x	x	x
Asst. Super part -time		x (E)*			
Principal					
Full-time	x			x	o
Part-time		x (E)			
Other					
Full-time	x	x	x	x	x
Part-time	x	x	x	x	x
Instructional Programs					
Adult Basic Literacy and Numeracy	x	x	x	x	x
Adult Citizenship and Language	x		x	x	x
Adult E.S.L.	x	x	x	x	x
Adult F.S.L.	x	x		x	
Daytime Adult Credit	x		o		o
Evening Adult Credit	x	x	x		x
Correspondence/Self-study			x	x	
General Interest	x	x	x	x	x
Student Services					
Guidance Dept.					
Counsellors					
Program	x				ox
Career	x				o
Psychological Assmt	x				o
Special Education	x				
Maturity credits	x		x	x	o
Relationship of CE and AE					
Both in one unit	x	xx		x	
Adult ed. distributed			x		x

* = English section only o = day school adult program

Table 4-1: Comparative Analysis of the Organization of Continuing Education

With regard to the instructional offerings, all boards have developed extensive literacy programs for adults, and all have adult ESL programs. All offer

general interest courses which are intended to operate on a partial or full cost-recovery basis; two intentionally allocate subsidies for low income or senior citizen students. All offer adult evening credit courses which increasingly are attracting a younger age group. Two boards offer adult credit courses in day schools that are not administered by continuing education personnel and a third is considering doing so. Two boards utilize Independent Learning Centre (ILC) correspondence units, but one of these is considering expanding its adult day school program and may develop its own curriculum materials.

Student services reflect the same paucity of resources that is obvious in administrative roles. Although there is a commitment to reducing illiteracy in the community, there is very little support available for adult students who have special needs that may have been missed in their school careers. It appears that when adults have been integrated into the mainstream day school program, then the usual spectrum of services is made available, but not otherwise.

The close, but ambiguous, connection between continuing education and adult education is reflected in how the boards have organized these services. In three boards, there is one administrative unit for all continuing education and adult education programs. (One of these boards is divided into two sub-systems because of the national languages.) The other two boards, while combining both adult and continuing education at many levels, also have programs for adults within the mainstream that are the responsibility of day school administrators.

Resources In addition to a skeletal administrative framework in the majority of case study boards, the resources allocated for continuing education are scarce. Budgeting in all boards is incremental (i.e., increased a fixed percentage each year) rather than formula-based (i.e., tied to enrolment or program by formula) as with the day schools. Therefore, rather than planned development of programs, there tends to be an allocation of piecemeal funding based upon immediate demand (table 4.2).

Resources	Boards				
	Case 1	Case 2	Case 3	Case 4	Case 5
Budgeting process					
Allocation by formula					o
Incremental budgeting	x	x	x	x	x
Expenditures per ADE					
ABE	$3537	$3644/3455	?	$2573	$2881
ESL	2259	3649/3455	?	2806	2309
Daytime credit	4246	--	?	4567 ILC	--
Evening credit	2735	3633/3455	?	2840	2441
General interest	N/A	3631/1569	?	N/A	2323
1986 Rate of Grant	20%	86%	60%	79%	7%
1986 C.E. Grant per ADE	$689	$ 2963	$2067	$2721	$241
Equipment					
Shared with regular day school	x	x	x	x	x
Shared with cmty resources	x		x	x	x
Supplies					
Adequate allocation	x	x		x	x
Utilizes day school's			x		x
Facilities					
Designated building	x		x	x	o
Designated school rooms					
Day	x	x	x	x	xo
Night	x	x	x	x	x
Communitylocations	x		x	x	x
Other					
Child care	x		x		o
Transportation					
User fees for books					o
Library resources	x				o

Table 4-2: Comparative Analysis of the Resources for Continuing Education

Equipment is usually hand-me-down from secondary schools or belongs to the regular school system and is shared with continuing education courses offered in the evening. In some programs, particularly literacy programs, community resources are utilized.

Four boards allocate sufficient supplies, in part because there is a designated continuing education principal who is able to acquire supplies. When there is not much communication between day and night school staff, there may be friction because continuing education is blamed if supplies are low.

Four boards designate buildings which house the core continuing education programs; in the fifth, the religious and language missions help to ease the sharing of space between day and night programs. All boards provide night school programs in classrooms that are used by regular students during the day. Four boards operate continuing education courses at community locations such as a library, jail, or church.

Other student services normally provided for students in the regular stream, such as library materials and transportation in rural areas, are not generally provided for continuing education students regardless of age. Only one board makes an attempt to assist students in one program by charging a refundable user fee for books rather than requiring their purchase, as is the norm for Grade 13 courses. Child care through a parenting program is offered in two boards within the continuing education structure; in a third, this program is administered within the day school program.

Staffing Arrangements The ad hoc approach to continuing education is also reflected in the staffing arrangements (table 4.3). Only one board, with a day school which is integrated into the regular stream, has a collective agreement that meets parity. One board had negotiated a separate agreement with its night school teachers and adult day school teachers. Three of the boards have no collective agreement at all while the other two have no collective agreement for summer school although the administration has set the standards for a contract based upon contact hours.

Components of Staffing Arrangements	Boards				
	Case 1	Case 2	Case 3	Case 4	Case 5
Nature of contract					
Day-school collective agree.					DS
Separate collective agree.	DCE,NS				
No collective agreement	SS	x	x	x	SS,NS
Salaries (hourly with OTC)					
Day time					
Credit	23.60-39.54	—	7.00/lesson	17.50	DS Grid
Non-credit	20.93-23.40	—	13.41-17.41	17.50	21.99
Night time					
Credit	22.27-27.95	17.90	25.68	17.50	23.63
Non-credit	20.93-23.40	17.90	13.50-17.00	17.50	21.99
Summer school					
Credit	22.79	28.00	25.68	17.50	23.63
Non-credit	—	—	—	—	21.99
Benefits					
Minimal by law		x	x	x	x
Over min., under regular	x				
Equal to regular					o
Credentials					
Credit					
OTC	x	x	x	x	x
Letter of standing		x			x
Non-credit					
OTC preferred		x	x	x	x
Appropriate certificate	x	x	x	x	x
Experience	x	x	x	x	x
Availability					
Sufficient pool	x				x
Shortage in some areas		x	x	x	
Source					
Same board	x	x	x	x	x
Other boards	x				
Community	x	x	x	x	x
New graduates	x				x

Table 4-3: Comparative Analysis of CE Staffing Arrangements

As a result of the lack of organized action by the teachers, it is not surprising that salaries are low. Salaries range from $17.50 to $39.54 for credit courses with the average being approximately $23.50. Only the adult day school which is integrated into the regular grid has parity for teachers. Salaries are lower for non-credit courses which are usually taught by people who do not hold OTCs and who often have other sources of income; these range from $13.50 to $23.40 with an average of approximately $20.00 per contact hour.

Benefits for the teaching staff in continuing education departments are minimal in all of the boards; only one offers any benefits beyond those required by law. (In this instance, benefits are pro-rated on the basis of credits taught). In another board, the adult day school is included within the regular system; therefore, staff have access to the usual collective agreement inclusions.

All boards attempt to obtain teachers with Ontario Teachers' Certificates (OTCs), but the pool of qualified teachers varies according to geography and subject areas, with math and science teachers being more scarce. Letters of permission are used in areas where language requirements create a difficulty. OTC teachers of French-language credit, heritage language, and third language credit courses are not readily available anywhere in the province. All but one of the boards prefer teachers with OTC or appropriate certification and relevant experience for non-credit courses, if it is possible to obtain them. However, only the large urban areas have a sufficient pool.

Continuing education teachers are usually individuals who live in the community and who will accept part-time employment. Many are women teachers who have families; some are single parents. A few hope to enter the regular day stream as a result of the contacts and experience obtained when teaching continuing education courses. As the regular day school teachers "grey", obtain seniority, and develop family and community interests, they are increasingly reluctant to teach evenings. Therefore, they are a decreasing

resource. Two boards actively recruit new graduates for continuing education at the time students leave university, but this is with the hope that they can cream the new crop of graduate teachers for the regular system, not for the long-term development of their continuing education programs.

Characteristics of the Clientele The clientele of continuing education varies according to the program, with the only common characteristics being that all are individuals who wish to obtain further education from the school system (table 4.4).

The adult basic education program generally attracts people between the ages of 25 to 45 who are unemployed, marginally employed, or partially employed. They are disadvantaged in the job market because their numeracy and literacy skills are inadequate. Some may have multiple disabilities or may have left school before special education programs were implemented. The social benefits accruing from the school environment may be as important to them as the specific skills they learn. For them, school is a place to go during the day. It provides them with a goal, friends, acceptable status, and an opportunity to learn. For some, the completion of a unit in a subject, when previous failure was devastating, assists self-esteem and confidence as much as any job.

English or French as second languages are essential for most immigrants who lack one or both of the two national languages. Although many families enroll in these courses, the percentages of male wage-earners is higher than in most other continuing education programs. These courses are a basic requirement for those immigrants who wish to obtain jobs that utilize language skills. Sometimes, these people have employment-related credentials from their native countries which cannot be utilized until their English and/or French language skills improve.

Characteristics of Clientele	Boards				
	Case 1	Case 2	Case 3	Case 4	Case 5
Age					
ABE	25-45	25-45	25-45	25-45	25-45
ESL/FSL	20-55	20-55	20-55	20-55	20-55
Adult daytime credit	● 26	—	?		● 27
Night school credit	15-35	20-55	15-35	20-55	15-55
General interest	15-85	15-55	20-55	20-60	20-85
Gender (per cent female)					
ABE	50%	60%	33%	50%	55%
ESL/FSL	50	70	67	60	70
Adult daytime credit	70	—	?	70	?
Night school credit	50	70	50	80	?
General interest	75	70	75	75	?
Employment Status[a]					
ABE	U,H	U,H	U,H	U,H	U,H
ESL/FSL	E,U,H	E,U,H	E,U,H	E,U,H	E,U,H
Adult daytime credit	U,H		U,H	U,H	U,H
Night school credit	U,E,R	U,E	U,E,R	U,E,R	U,E,R
General interest	E,H,S	E,H,R	E,H	E,H	E,H,S
Number of students (ADE)					
ABE	135.3/ 8.2[b]	1.0/4.1	?	83.9	292.7
ESL/FSL	330.1/22.5	4.5/.6	?	51.0/0.7	1617.2
Adult daytime credit	275.2/93.2	-	?	59.7 (ILC)	-
Night school credit	292.9/40.6	59.8/256.6	?	21.9	773.0
General interest	N/A	3.9/ 14.1	?	N/A	1550.0
Total[c]	1033.5/164.5	65.3/261.3	?	217.3	2682.9

[a] Code: E = employed outside the home; U = unemployed; H = homemaker; S = senior; R = regular day student

[b] English ADE first/French ADE second.

[c] Excluding general interest.

Table 4-4: Comparative Analysis of Continuing Education Clientele

Adult daytime credit courses attract young adults who have difficulty obtaining employment, especially if they do not have high school credentials. Some homemakers are returning to school to upgrade business skills or to realize a long deferred dream of completing high school. This group tends to be absorbed into the regular day school stream unless the board has an adult day school or separate adult classes in high schools.

Night school credit courses generally attract individuals who are employed but who wish to upgrade their academic qualifications. Increasingly, regular day school students who wish to improve their grades or take additional credits are enrolling in these classes. In two boards, this trend is discouraged; however, the more urban boards are moving toward providing the best possible quality evening courses by providing counseling at entry, closer teacher supervision, and the like.

General interest courses attract educated, employed clientele who wish to develop a hobby, explore a new area of interest, or obtain background information in a specific area such as home financing. These courses also appeal to people interested in social activities such as ballroom dancing. With more people retiring at an early age, there is a greater demand for courses with some academic content or skill qualifications such as CB radio operations. Complementing this increase is the growing demand for courses among senior citizens. In boards serving large numbers of francophones, general interest courses often provide a focus for cultural activities in the community.

Women tend to take continuing education courses more than men. In all programs, but especially in general interest and adult daytime credit courses, 70 per cent of the total enrolment is female. In the two urban boards that have attempted to offer an extensive variety of night school credit courses, the female enrolment is approximately 50 per cent while in other boards the female ratio is higher. In ABE and ESL/FSL programs, the female percentage is generally in the 50 to 60 percent range, while in one large urban board the male population is

greater than the female. When these enrolment figures are analyzed, it becomes obvious that the underworld of continuing education is mostly female, both teachers and students.

Excepting for general interest courses, continuing education tends to be for the educationally disadvantaged. In all boards, the ABE student population tends to be unemployed or marginally employed or homemakers. Although the ESL/FSL programs attract more employed people, often they are working in jobs which do not require language skills and, therefore, have low status. Adult day credit courses attract homemakers and unemployed youth. Evening credit courses have more students from the regular stream; these are often individuals who have part-time jobs with hours that affect day school attendance, or these are individuals who wish to upgrade marks or to take extra courses. General interest courses are optional, attracting citizens who often have no other contact with the school system. Only in francophone areas do they attract regular students in significant numbers.

It is obvious that, on average, the more urban a district, the larger the continuing education enrolment. While statistics are not generally available for general interest courses, it appears that this form of continuing education is primarily a nighttime activity except in the largest case-study board. In the two larger boards, where there are also large multicultural populations, enrolment is high in the ESL/FSL courses. In one board, the enrolment of English-speaking people taking French as a second language is higher than French-speaking people taking English as a second language. The ABE programs in both large boards are almost equal in number. Although the distribution of students within programs reflects differing emphases, the total enrolment is not substantially different. Perhaps most surprising is the high enrolment in night school credit courses relative to the other programs. Credit courses, for those boards that offer them during the day as well as the night, are a growth area in continuing

education. In one board they comprise 50 per cent of the board's continuing education program.

Characteristics of Program Most of the continuing education programs directed at adults only evolved as such; therefore, the curriculum is oriented toward that age group: adult basic education, English as a second language, French as a second language, and general interest courses. However, credit course materials, because they result in important credentials, are usually adaptations of regular school materials (table 4.5).

	Boards				
Characteristics of Program	Case 1	Case 2	Case 3	Case 4	Case 5
Instruction					
ABE	A	A	A	A	A
ESL/FSL	A	A	A	A	A
Adult daytime credit	A	-	ILC	ILC	ADS
Night school credit	R	A	R	R	R
General interest	A	A	A	A	A
Approximate Duration of Program in Years					
ABE	10	5	5	5	10
ESL/FSL	15	5	5	5	5
Adult daytime credit	15	-	5	5	5
Night school credit	70	15	5	10	80
General interest	70	15	20	10	100

Table 4-5: Comparative Analysis of Continuing Program Characteristics

This fact creates a problem for adults who have had work and life experiences that extend beyond explanations suitable for teenagers. Only one board has prepared materials specific to its evening adult students. While two other boards

utilize ILC curriculum materials, the high dropout rates seem to indicate that students do not find studying alone and utilizing these materials particularly attractive, even when classroom tutors are available. The adult day school which is integrated into the regular system has developed an adult-oriented curriculum; this appears to be a more effective response to the demand for adult education although the dropout rate remains higher than is desirable. Both adult daytime schools have established assessment and placement services at entry although the format is different for each board. While expensive and time consuming, this mechanism has reduced the dropout rate, especially for students at the Grade Nine level.

Perhaps one way of understanding continuing education is to assess the longevity of programs. The demand for general interest programs at one board has been sustained for more than a century (table 4.5). In both of the large, urban boards there have been night school programs which have offered certification since the turn of the century. The demand to raise the literacy standards of adult reflects the increasing urbanization and changing nature of our society. With the growth of bilingualism, national language programs have been in demand. The most recent innovation is the extension of adult credit courses into the day, including their integration into the regular day school stream. Almost without realizing it, Ontarians are moving toward the UNESCO concept of lifelong learning.

Summer School Summer school is an administrative anomaly. School boards are organized for the purpose of delivering educational services for terms that last from September to June, yet there is an increasing demand for credit and non- credit courses during July and August. This is a growth area that comes under the jurisdiction of the continuing education departments in all of the case studies. Summer clientele for continuing education is somewhat different from that during the school year: proportionally, there are far more younger

students enrolled in summer school continuing education courses than in fall/winter courses, with the possible exception of driver education. Often they are students at either end of the spectrum, very bright and motivated students who wish to take extra credits or students who need to raise their marks or to upgrade their skills in a subject area. The percentage of regular teachers is also higher for summer school courses than for night school, and the salaries they receive often reflect this difference.

Since this report focusses upon continuing education as it is delivered during the regular school term, not much emphasis is placed upon an analysis of summer school. Continuing education during the regular school year is already such a diverse and varied grouping of educational services that it seems appropriate to reserve an in-depth analysis of what is happening in school districts in regard to summer school for another study. It seems important, however, to recognize that the organization and delivery of summer school services are occupying an increasing amount of administrative time and utilize the already limited resources of continuing education departments. Although several boards attempt to offer some transportation, guidance and other student support services during summer, the method of determining ADE remains the same as for other categories of Ministry-approved courses within the continuing education framework. It is possible that the public demand for educational services during the summer months will eventually necessitate a change in policy, even one which would reflect year-round operation of schools.

Confirmatory Case Study

The confirmatory case study was carried out after the completion of this cross-case analysis to verify its findings, which are summarized in the following section. Its methodology differed from that used in the others in that interviewees were asked to confirm or deny propositions put to them by the interviewers, propositions based upon the conclusions of this analysis.

All of the major conclusions of the cross-case analysis were confirmed with one exception. Based on experience in other urban public boards, we had expected to find in this board a large central facility dedicated to adult education. In fact, this board had chosen to emphasize the enrolment of adults in area high schools, sometimes in the regular stream and sometimes in dedicated classrooms. The board did have a small adult learning centre, but its credit students were taught in tutorial or small class settings using ILC materials. More than anything, we learned once again that adult continuing education is full of the unexpected.

Summary and Conclusions

When the five initial case studies were analyzed according to the five categories which have been outlined -- organization, resources, staff, clientele, curriculum and program history -- several patterns emerged. These are summarized below and six major conclusions are given.

With regard to administration, in all case study boards administrative personnel were part of the permanent structure of the board, but they were fewer in number than in the regular school system and usually accepted continuing education responsibilities as a portion of their regular duties. Job titles were of lower status and, therefore, salaries were less than for comparable positions with day school programs. There was less direct superintendent involvement, which often mean less representation at senior decision-making levels. The instructional programs included adult basic education, English as a second language, and general interest courses at all boards. In three boards there were French as a second language courses; in four boards there were evening credit courses and these formed a growth area for all. Three boards had adult daytime schools, two of which were administered outside continuing education and thus funded as day school rather than continuing education programs. Modules from

the Ministry of Education's Independent Learning Centre (ILC) were used in two boards, supplemented by assistance from teachers who marked the lessons. Student services in all boards were minimal, unless the adult program was part of the regular day school system. Three boards offered maturity credits after assessment by continuing education personnel and confirmation by principals. The ambiguous status of continuing education relative to adult education was reflected in the relationship between defined programs. In three boards continuing education and adult education were considered identical or were combined in one unit while in the other two they were placed in separate units.

Resources also reflected the low status of continuing education programs. Budgeting in all boards was incremental, not by formulas which would ensure enrolment growth was translated into increased funds. Only in the adult school which was integrated into the regular day school system was a formula used. Expenditures per pupil in all boards exceeded $1,900 per ADE. Combined Level One and Level Two costs for adult basic education courses ranged from $2,573 to $3,644 with an average of approximately $3,200. ESL courses ranged from $2,259 to $3,649 with an average of approximately $2,900. Daytime credit courses cost from $4,246 to $4,567 with an average of $4,400. Evening credit courses ranged from $2,441 to $3,363 with an average of $3,000. General interest courses ranged from $1,569 to $3,631 with an average of $2,500. The rates of grant ranged from 7 per cent to 86 per cent so that the actual grants per ADE ranged from $241 to $2,963 with an average of $1,500. Equipment was generally shared between continuing education and regular day schools. Supplies were not plentiful but were adequate; two boards shared with day schools. All boards had designated classrooms for continuing education at night and four provided facilities during the day. Three had designated buildings. Four utilized locations in the community such as elementary schools, libraries, and churches. Three boards provided child-care facilities and two provided library access.

Staff generally had no negotiated contract and were paid on an hourly basis at rates set administratively; only if a school was integrated into the day school program were rates of pay equal to day school teachers. Hourly rates ranged from $17.50 to $39.54, with an average of $20. Credit course teachers were paid more than non-credit course teachers. Benefits were usually the minimum required by law (e.g., 4 per cent vacation pay). Generally, teachers with Ontario Teachers' Certificates were preferred, but those with Letters of Permission were utilized if there was a shortage, especially in math, sciences, and courses taught in the French language. Usually, teachers were drawn from the regular system or the resident community; however, two boards recruited new graduates.

The clientele was younger in the evening credit courses while older students enrolled in general interest courses and work-aged adults predominated in ESL/FSL, day credit courses, and adult basic education. The majority of students were female with more male enrolment in evening credit, adult basic education or ESL courses. Unemployed adults and homemakers tended to be the major populations in adult basic education and adult day credit courses. There were more students from the regular school system and employed adults in the night school courses. The largest programs were in the large urban centres. According to available figures, night school credit courses were the largest program across all boards, although in several boards where statistics were provided in general interest courses, these enrolment figures were also high. The two Catholic school boards had approximately the same enrolment.

Excepting for night school credit courses which use regular day school materials, the curriculum tended to be adult-oriented. The adult day school had developed its own adult-oriented curriculum and the Independent Learning Centre materials are used in an adult environment.

The general interest programs, while cyclic in focus according to changing public interests, were programs which had been in operation for the longest

periods of time. Night school credit courses and adult basic education programs were the growth areas. The newest programs were the ESL and FSL courses, most of which had been offered for less than a decade.

The confirmatory case study verified the patterns reflected in the preceding summary. One aspect of the board's focus on adults was unexpected, however. This board in question had rejected the idea of opening a central adult day school in favour of extensive use of area high schools for adult students. Some adults were enrolled in separate classes while others were enrolled in regular classes. In at least one case, 20 per cent of the students enrolled in a regular high school were adults.

These case study data warrant the following conclusions:

1. Although continuing education programs have been offered for some time, the education of adults and part-time students is not considered a central activity in most boards. This situation is reflected in the low levels of administrative staffing, student services, wages for teachers, and mode of budgeting. At the same time, the programs offered are, in many cases, distinctive programs and not marginal additions to day school offerings.

2. Continuing education teachers are usually employed part-time, are mostly female, and not organized into bargaining units.

3. The $1,900 identified by the Ministry of Education as an amount that would cover in full the cost programs for each continuing education ADE is not sufficient to cover the costs in the case study boards.

4. Increasing numbers of regular day school students are enrolling in continuing education courses outside regular school hours, especially in credit courses.

5. Enrolments in continuing education courses are growing, especially in evening credit courses, literacy and numeracy programs, and general interest courses. Local subsidies are used to ensure access to general interest courses by low income and older citizens.

6. Summer school is also a growth area. A more extensive study of this program is probably needed, noting that at least two of the adult continuing education daytime programs studied operate on a year-round basis.

Chapter 5

THE COST OF ADULT CONTINUING EDUCATION

The purpose of this chapter is to describe the findings of the survey of the costs of adult continuing education programs. As described in Chapter 3, the data were collected by means of a mail survey sent to all Ontario boards of education and county and district combined Roman Catholic school boards.

In this chapter is presented the results of the analysis of Part 1 of the questionnaire, which concerned costs, enrolment, and revenue attributable to eight adult continuing education programs: Adult Basic Literacy and Numeracy, Adult Citizenship and Language Courses, Adult English as a Second Language, Adult French as a Second Language, adult daytime credit courses, adult evening credit courses, correspondence and self-study, and general interest courses. We refer to these as "adult" continuing education courses or programs because their primary clientele is or has traditionally been adults. It is recognized that adolescent day school students may be enrolled in the evening classes. Omitted from the analysis is information concerning summer school credit courses and driver education courses. Though data were collected on these programs in the survey, they are not analyzed here because the programs in question are primarily meant for adolescents and resources were not available for their analysis.

Weighted and Unweighted Averages

What is the per pupil cost of adult continuing education cost in Ontario? An easy question to ask but a difficult one to answer. It has been said that, "There are lies, damn lies, and statistics." This section contains statistics. Each one of them, taken as an answer to the question introducing this paragraph, would probably provide a misleading answer. Taken together, though, we believe the statistics provide an accurate picture of the cost of adult continuing education in Ontario during 1986.

A simple example will help to interpret the figures that follow. Assume there are two school boards, A and B, the first with 10 continuing education students and the second with 100. If the first spends a total of $30,000 on continuing education and the second spends $200,000, then the average cost per pupil in Board A is $3,000 and in Board B it is $2,000. (We are assuming each student earns one ADE for purposes of simplicity).

What is the average cost per pupil (or per ADE, to be precise) for these two boards? There are two answers to the question.
Answer one: the average is $2,500 because ($3,000 + $2,000)/2 = $2,500.
Answer two: the average is $2,091 because ($30,000 + $200,000)/ (100 + 10) = $2,091.

Both of these answers are "right", yet they are quite different. The first is an average of averages and is usually referred to as an "unweighted" average since the two averages are given equal status. The second is called a "weighted" average since the average for Board B, based on 100 students, counts more than the average for Board A. Note that the weighted average is much closer to the average in Board B alone. Another way of calculating the weighted average is as follows:

$$[(10)(\$2,000) + (100)(\$3,000)]/(100 + 10) = \$2,091.$$

In this formula, it can be seen that the two averages are "weighted" by the number of students on which each is based.

If a province is interested in paying the "full cost" of adult continuing education, which average should it use? On the one hand, it funds school boards, not students, so perhaps the unweighted average makes sense since it is based on board-wide averages. On the other hand, grants are based on student counts, so perhaps the second average makes more sense. As far as the two boards are concerned, Board A would clearly favour the first choice since it is closest to what it spends; Board B certainly wouldn't complain about this choice.

Presumably, one reason Board B spends less per pupil than Board A is its greater "efficiencies of scale." It is possible to spread overhead costs over more students in larger programs. One way of addressing the problem of determining the appropriate size of per pupil grants brought about by the differing efficiencies of scale among boards is to assign "ghost" students to small boards like Board A so that it can receive a more generous total grant while the per pupil grant is held to an amount that reflects expenditure levels in more efficient boards such as Board B. For example, if Board A were granted .5 extra students for every student it actually has, then it could claim grants for 15 rather than 10 students. In this case, its average expenditure per pupil, including "ghosts" students, would be $2,000 ($30,000/15 = $2,000), the same as Board B's. Also, both the weighted and unweighted averages for the two boards would be the same: $2,000. If provincial grants were set at $2,000 per pupil, then programs in both boards would be fully funded; neither would be over-funded nor under-funded.

But what if the province were to grant only .25 of a "ghost" student for every actual student in Board A? Then, its average expenditure per pupil would be $2,400 ($30,000/(10 + 2.5)), closer to that of Board B, but not the same. A provincial grant of $2,000 per pupil (including "ghosts") would leave it under-funded.

The issues or weighted versus unweighted averages and the counting of "ghost" students are evident in the analysis that follows. It will be evident that, as in the preceding example, the weighted average per pupil expenditures tend to be lower than the unweighted averages. This difference implies that larger continuing education programs in Ontario tend to have lower costs than smaller programs; their lower expenditures per pupil "pull down" the weighted averages in comparison to the unweighted averages. Since the continuing education ADE on which the average pupil costs are based includes "ghost" pupils allotted to "small classes" in ABE, ESL, FSL and credit courses that are taught in the French language, it also implies that current arrangements to offset the higher costs of small classes do not offset the higher costs of smaller programs.

Average Per Pupil Expenditures

Calculating Level 1 (direct classroom) and Level 2 (program administration) expenditures on a per pupil basis involved several steps. First, in order to ensure valid answers, data were screened for completeness and accuracy. Second, per pupil expenditures were calculated for both levels on a program-by-program and an overall basis for each school board. Third, unweighted averages were calculated for all boards in the sample, again both on a program-by-program and overall basis. Finally, weighted averages were calculated.

Level 3 costs (fixed board costs) were estimated separately as a percentage of Level 1 and Level 2 costs. As noted in chapter 3, the approach to calculating these from survey data on Level 3 costs did not prove reliable.

Screening of Data Screening the data involved four key activities: allocating expenditures to programs in cases where school boards submitting the questionnaire had not done so; allocating Level 2 indirect costs to programs; verifying the data entered into the spreadsheet against the original data; and identifying "outliers" (unreasonably high or low figures) for omission from the analysis.

Several school boards did not separate expenditures according to the specific programs as requested. For example, all adult non-credit expenditures for Adult Basic Literacy and Numeracy, Adult Citizenship and Language, Adult ESL and Adult FSL might have been reported as a single amount. In cases such as these, a decision was taken to allocate these expenditures among the appropriate programs on the basis of continuing education ADE as reported by the board. The only alternative choice would have been to omit the board's data from the analysis.

It was also necessary to allocate Level 2 indirect expenditures to programs. There were two choices considered for allocating these: allocation on the basis of program expenditures or allocation on the basis of equivalent deemed ADE. The first option was selected because data on ADE were often not reported for general interest courses; thus in some cases, allocation based on ADE would have disproportionately increased expenditures allocated to programs for which ADE data were available.

Verifying the accuracy of data entered into the spreadsheet program involved a comparison of data entered with data reported and double- checking the formulas used to allocate expenditures in the two preceding stages.

Outliers were identified after the initial calculations of per pupil expenditures on a program-by-program basis. Review of the per pupil expenditures revealed some unreasonable figures. In some cases, a program expenditure of only $400 or $500 per ADE was calculated; in others, expenditures of $10,000, $50,000 and even $125,000 per ADE resulted. Inclusion of these extreme and unrepresentative figures would have substantially distorted the calculation of average (mean) expenditures. Based on the analysis of program costs in the five case study boards, analysis of the internal consistency of expenditures reported, and reports of day school average per pupil expenditures, it was decided to exclude from the analysis data for programs where reported costs were less than $1,000 per ADE or more than $6,000 per ADE.

The data excluded, though yielding "unreasonable" averages, were not necessarily wrong. For example, the reported expenditure of over $100,000 per ADE appeared correct, albeit reflecting very unusual circumstances. In the year of the survey, the school board in question had decided to open a day time adult continuing education centre and had appointed the administrative and other staff to plan the program in advance of opening the centre. Only a few students had begun to take courses during 1986 and their work was not yet reflected in the ADE reported to the Ministry of Education for grant purposes. Thus, start up costs were spread over less than one ADE.

In other cases, errors had clearly been made. For example, in one board whose calculated expenditures were about $500 per pupil, an estimate of costs derived by multiplying the total hours of instruction times the teachers' hourly rate of pay and dividing by ADE yielded a figure over $1,000 per ADE.

Ideally, each anomalous expenditure might have been traced. While errors might be corrected, at considerable cost, by doing so, the difficulty in interpreting the figures still remained. As reported in one of the case studies, the board staff viewed the average expenditures we calculated as being too low for several small ABE programs and too high for their adult daytime program. Further study revealed that they probably understated Level 2 costs for the ABE programs, whose administration was handled by the same people responsible for larger ABE programs. Nevertheless, no specific figures could be provided. For the daytime credit program, it was determined that the budget for the program, which indicated a cost per ADE that was one-third less than our estimate, was based on projected ADE and not ADE actually reported for grant purposes. Also, the board claimed grant only for completed lessons, not completed assignments, for students following Independent Learning Centre materials on an individualized basis. As a result, much of the work that was carried out by students enrolled during 1986 would not be claimed for grant purposes until 1987

In spite of these difficulties, we believe the averages calculated after excluding extreme figures are sound. As will be seen, the averages are relatively consistent from program to program. Assuming this were a random sample of school boards selected from the Ontario school boards offering continuing education (MOE computer printout dated October 6, 1986 with Metropolitan Toronto School Board counted as six boards) and that errors are random, standard errors can be calculated for the estimated means. According to statistical theory, one can be 95 per cent confident that the true means would fall within plus or minus two standard errors of the estimated mean. Though the sample and population sizes vary from program to program, means based on larger samples and programs typically have standard errors of about $125. That is, one can be 95 per cent confident the true average is within plus or minus $250 of the reported figure. For example, if a program was estimated to cost an average of $3,000, then one can be 95 per confident that the true mean is between $2,750 and $3,250.

While the boards included within this study do not form a random sample and while we cannot be sure that errors will cancel out (that is, that errors are not biased upwards or downwards), we believe assuming a possible error of plus or minus $250 is a reasonable and useful guide.

Unweighted Average Expenditures The first step in calculating unweighted average expenditures on a per pupil basis involved finding the 1986 Level 1 and Level 2 per pupil costs in each board; these were defined as the Level 1 and Level 2 expenditures divided by the continuing education ADE reported for grant purposes. Next, the unweighted averages were calculated by summing these figures and dividing by the number of boards for which data were available. A second type of unweighted average was also calculated with the ADE due to small classes removed in order to show the cost per ADE once "ghost students" were removed. These sets of calculations were repeated for each program;

separate averages are reported for Level 1 and Level 1 plus Level 2 expenditures. The results of the first analysis are reported in table 5.1.

Program	Level 1	L1+L2	Std. Dev.	n
Adult Basic Literacy and Numeracy	$1763	$2704	$ 840	31
Adult Citizenship and Language	1753	2491	895	14
Adult English as a Second Language	1538	2279	891	28
Adult French as a Second Language	1750	2419	1053	4
Adult Credit Daytime	2071	3127	1388	12
Adult Credit Evening	2129	3128	1194	33
Correspondence/Self-Study	1847	3110	1513	12
General Interest Course	1531	2558	757	18
Overall Average (weighted by n, excluding General Interest)	1809	2763	--	--

Table 5-1: 1986 Unweighted Average Expenditures and Standard Deviations by Program

The average Level 1 plus Level 2 expenditure per ADE in 1986, based on the unweighted averages of program costs but excluding general interest courses and by the number of programs reported, was $2,763, of which 65 per cent were Level 1 (i.e., direct classroom) costs. Level 1 plus Level 2 costs varied from $2,279 per ADE for Adult English as a Second Language courses to $3,128 for Adult Credit Evening courses. Credit programs, which averaged $3,128 per ADE, appear to cost between 20 and 25 per cent more than non-credit courses,

which averaged around $2,500 per ADE, excluding Level 3 costs. The dollar value of volunteer assistance has been excluded from all averages.

Apparently, then, the 1987 funding level of $1,900 per ADE (except in those boards being funded under the former funding policy) would be sufficient, on average, to cover direct classroom (Level 1) costs for 1987 but not administrative and other (Level 2) costs directly attributable to the programs nor overhead (Level 3) costs. Since funding arrangements do not distinguish between grantable non-credit and credit courses, it could be expected lower costs per ADE in the non-credit courses would offset the higher costs per ADE in credit courses as far as direct classroom (Level 1) costs are concerned, but remaining costs would be the responsibility of local ratepayers.

The standard deviations for Level 1 plus Level 2 per pupil expenditures 1n 1986 ranged from $757 to $1513. From the standard deviation, sample size, and size of population, the standard error of the mean can be calculated (assuming a random sample and unbiased errors) using the formula: s.e. = square root of ((s.d. squared)/n)x(N-n)/(N-1)) where s.d. is the standard deviation, n is the sample size, and N is the population size. For example, the standard error for Adult Basic Literacy and Numeracy Level 1 plus Level 2 expenditures per ADE is the square root of (($840x$840)/31) x ((54-31)/(54-1)) = $99, noting that according to Ministry of Education statistics there were 54 school boards offering this program in 1986. According to standard statistical theory, we can be 95 per cent confident that the true mean is between $2,506 and $2,902, a range equal to the estimated mean plus or minus twice the standard error. Based on similar analysis of the other program expenditures, we suggest the approximate rule that the average Level 1 plus Level 2 expenditures per ADE be viewed as accurate within plus or minus $250.

Average expenditures per ADE excluding the extra allocation for small classes are often considerably greater than expenditures per ADE which includes

this adjustment. We have referred to the latter as "continuing education ADE" or simply "ADE" in this report; we will refer to the former as the "base ADE" so that the two may be distinguished. For the various programs, the average Level 1 plus Level 2 expenditures per base ADE are as follows: Adult Basic Literacy and Numeracy, $4,959; Adult Citizenship and Language, $2,798; Adult E.S.L, $3,051; Adult F.S.L., $3,323; Adult Day Credit, $3,453; and Adult Evening Credit, $3,158. Note that small class provisions are available only for non-credit grantable courses and for credit courses taught in the French language; they are not available for Correspondence/Self-Study programs, which assume independent learning, or for credit courses taught in English. It is quite clear that the provisions for adding "ghost students" are of considerable benefit, especially in ABE, to school boards operating small classes. Indeed, expenditures per base ADE for non-credit grantable courses are equal to or greater than those for credit courses.

Weighted Average Expenditures Weighted average Level 1 plus Level 2 expenditures for each of the programs were calculated by summing the expenditures and summing continuing education ADE for a given program and then dividing first sum by the second. The process was carried out once for Level 1 expenditures and a second time for Level 1 plus Level 2 expenditures. The results are reported in table 5.2.

Program	Level 1	L1+L2	A.D.E.[a]
Adult Basic Literacy and Numeracy	1962	2816	2084.3
Adult Citizenship and Language	1455	1997	230.6
Adult English as a Second Language	1424	2053	4028.8
Adult French as a Second Language	1405	2031	28.7
Adult Credit Daytime	1913	2926	783.3
Adult Credit Evening	1963	2855	4252.4
Correspondence/Self-Study	1795	2866	367.1
General Interest Course	1434	2321	4184.4[b]
Overall Average (weighted by ADE excluding General Interest)	1758	2560	11775.2

[a] Equivalent deemed Average Daily Enrolment
[b] Equivalency using 970 hours of instruction per ADE

Table 5-2: Weighted Average Expenditures and Standard Deviations by Program

Overall, the pattern of weighted average expenditures per ADE is similar to that of the unweighted expenditures; that is, expenditures for credit courses tend to be higher than those of non-credit courses. Further, with but one exception, the weighted averages are lower than the unweighted averages, indicating (1) that economies of scale make it possible for larger programs to operate at lower costs than smaller programs and (2) that adjustments for small classes normally do not offset the higher costs in small programs. The one exception to the latter conclusion is that of Adult Basic Literacy and Numeracy, where the weighted average is above that of the unweighted average. This situation may reflect the choice of some larger boards to operate their Adult Basic Literacy and Numeracy programs with very small, near-tutorial classes.

Programs Offered in French for Francophones

Data were available for three boards that offer continuing education programs taught in French for francophones. Data for one of these boards was received late and omitted from the analysis of program costs reported above. The three boards offered from one to four different continuing education programs in French, but only evening adult credit coursework was offered by all three.

To estimate the cost of courses taught in the French language for francophones, we decided to combine costs for day and evening credit courses and omit costs for other programs. Enrolments in the other programs were small (less than 10 ADE) or, in the case of general interest courses, not supported by provincial grants. In our view, this approach provided the most reliable method of estimating the costs of French language programs relative to all programs.

The unweighted average Level 1 plus Level 2 expenditures per ADE for credit programs in French was $3,245, which is 3.7 per cent greater than the unweighted average for all daytime and evening credit courses (which is $3,128) taking into account the different number of boards offering the two types of program). The weighted average Level 1 plus Level 2 expenditures for credit programs in French, however, was $3,378, which is 18 per cent greater than the weighted average for all daytime and evening credit courses (which is $2,866 taking into account the different levels of enrolment in the two types of program). The much higher weighted averages are accounted for the higher expenditures in the two boards with the larger programs, a situation reversed from the pattern noticed in the earlier analysis where larger programs were associated with smaller expenditures. It should be noted that in the case of programs taught in French, all programs are small (between 25 and 300 ADE) relative to those offered in English in Ontario's larger school boards.

Overhead (Level 3) Expenditures

The costing model used in this study included provisions for fixed overhead costs that are not directly attributable continuing education. Referred to as Level 3 expenditures, these costs would include the expenditures for an appropriate portion of the time of trustees, the director of education, other senior management, accounting and payroll divisions, and for evening school operational costs, including heating and cleaning, depreciation on equipment shared with the day school program, and the like.

Although we tried to measure total fixed costs in a school board with the intention of pro-rating a share to the continuing education program, the questionnaire results were not adequate for this purpose. Anderson and Kasl (1982) report similar difficulties in assessing costs of continuing education costs in the United States and recommend using a standard percentage of 10 or 15 per cent of Level 1 and Level 2 program costs to represent Level 3 costs.

Although we were impressed by their argument, we chose in the end to omit Level 3 costs from the preceding analyses. We did so for two reasons. First, we had no solid information from the survey on which to base an estimate. Second, what information we did have on the topic from case study boards suggested that the appropriate percentage to apply to reflect Level 3 costs would vary considerably from board to board. A board with a balanced administrative structure and dedicated schools in place for continuing education probably captures most costs within their budgeted expenditures for the program, whereas a board with a minimal administrative structure and dependent upon shared facilities probably does not. In the first case, Level 3 costs might on the order of five percent of Level 1 plus Level 2 costs, while in the second case they might be equal to 20 per cent or more.

Recognizing that Level 3 costs do exist but are not independently

measurable in a reliable way, we can only suggest that use of 10 per cent of Level 1 plus Level 2 costs would be a reasonable but conservative estimate. Such a decision would imply that the 1986 weighted average total expenditure for all programs (except general interest) would be $2,816, a figure 10 per cent greater than the $2,560 reported in table 5.2 for Level 1 plus Level 2 costs.

General Interest Courses

Although general interest courses no longer received provincial subsidies, their average cost was calculated in the analysis and reported in tables 5.1 and 5.2, although omitted from the calculations of averages. Including Level 3 costs, the weighted average expenditures per ADE in 1986 (using 970 hours of instruction to equal one ADE) was $2,553. Overall, general interest ADE was about one-third of all other continuing education ADE (4,184.4 versus 11,775). The cost of $2,553 per ADE using the equivalency of 970 instructional hours per ADE implies an hourly cost per pupil of $2.60. Therefore, for full cost recovery, it appears that larger boards, at least, could justify charging students at this rate.

Voluntary Contributions

The preceding analysis of expenditures excluded any consideration of the monetary value of voluntary contributions. In fact, volunteers are extremely important in providing tutorial and other assistance Adult Basic Literacy and Adult ESL courses, especially. Those completing questionnaires in school boards were asked to indicate the cost that would be incurred were their volunteers to be paid at the same hourly rates as paid part-time non-credit course instructors.

Fourteen school board provided information about volunteers; the value of their contribution totalled $1,494,087 an amount equal to about 4 per cent of expenditures of all boards in the sample. Adult Basic Literacy and Numeracy

received 61 per cent of the total, Adult ESL 37 per cent, and other programs the balance. In terms of contributions per ADE in the boards concerned, the imputed value of the contribution amounted to $690 per equivalent deemed ADE in the Adult Basic Literacy and Numeracy programs and $484 per ADE in the Adult ESL programs, using weighted averages. These amounts are equivalent to 24 per cent of the weighted average of Level 1 plus Level 2 expenditures per ADE for these programs for all boards in the sample.

Quite clearly, volunteers are making a substantial contribution to Adult Basic Education in Ontario. At the same time, were volunteers to become paid staff, there would not be a major impact from the provincial perspective, though certainly some individual boards would find their expenses would increase tremendously.

Financial Effects of Funding Policies

Table 5.3 demonstrates the net cost to school boards of each continuing education program based upon 1986 expenditure and revenue data collected in the survey and upon a projection of 1987 revenues based on a figure of $1,900 per pupil, assuming the latter applied to all Ontario school boards. Again, both weighted and unweighted averages are provided. No adjustment has been made to reflect the fact that costs are based on 1986 data whereas the $1,900 grant applies to 1987. Also, grant weighting factors have not been used to adjust the $1,900 grant.

Under the former policy concerning General Legislative Grants for continuing education, in which the grant per ADE was equal to a board's rate of grant times its grant ceiling, all programs were, on average, operating in a deficit (columns 1 and 2 of table 5.3). That is, local ratepayers were being called upon to pay part of the costs. Local costs for Level 1 plus Level 2 expenditures average $1,109 per ADE (unweighted average) or $1,616 (weighted average). In six

Program	Former		$1900	
	Unweighted	Weighted	Unweighted	Weighted
Adult Basic Literacy and Numeracy	-$1045	-$1696	-$ 804	-$ 916
Adult Citizenship and Language	- 955	- 1122	- 591	- 97
Adult ESL	- 776	- 1417	- 379	- 153
Adult FSL	- 177	- 1265	- 519	- 131
Adult Credit Daytime	- 1547	- 1926	- 1227	- 1026
Adult Credit Evening	- 1344	- 1790	- 1228	- 955
Correspondence/ Self-Study	- 1459	- 998	- 1210	- 966
Total	- 1109	- 1616	- 863	- 660

Table 5-3: Affect of Former Funding Levels Compared with Funding of $1,900 ADE - Balance of Revenue Minus Cost per ADE

cases, the unweighted average deficits were less than the weighted average deficits, implying that large programs were receiving less grant than small programs. As one example, although the unweighted average Level 1 plus Level 2 expenditure for Adult ESL was $2,279 and the weighted average was $2,053 (tables 5.1 and 5.2), implying that the larger programs cost less, the net balance after grants was -$776 on an unweighted basis but -$1,417 on a weighted basis, implying that the larger programs were in boards that received lower rates of grant. On the other hand, for one program (Correspondence/Self-Study) the weighted average deficit is smaller than the unweighted average, so for this

program boards that receive higher than average rates of grant have the larger programs.

Moving to a fixed grant per ADE, such as the $1,900 that applies to some boards for 1987, would change the deficit picture considerably (columns 3 and 4 of table 5.3). If the $1,900 grant applied to all boards, then on average deficits would be reduced among boards (the unweighted average) and on a provincial basis (the weighted average). A few programs would almost break even with regard to Level 1 and Level 2 costs. A program such as Adult Citizenship and Language would almost break even on a provincial basis but would be in considerable deficit on a board-to-board basis because larger programs operate at a low enough cost to pull down the provincial average per pupil cost below $2,000 whereas the average board that operates a small program would incur a cost per pupil well above this level.

Summary

Continuing education expenditures can be divided into three basic types: direct classroom expenditures (Level 1), non-classroom but direct program expenditures (Level 2), and system overhead expenditures (Level 3). Only Level 1 and Level 2 expenditures were analysed in detail, with Level 3 expenditures estimated at 10 per cent of Level 1 plus Level 2 expenditures. Level 1 expenditures were typically two-thirds of (Level 1 plus Level 2) expenditures.

The average per pupil costs of the various adult continuing education programs offered in Ontario can be presented in two ways, in terms of unweighted averages or weighted averages. The first describes the cost to a typical school board while the second describes the average cost from a provincial perspective. Expressed as Level 1 plus Level 2 expenditures per ADE, the unweighted and weighted averages for all adult programs except general interest courses were $2,763 and $2,560 in 1986, respectively. Including Level 3 costs, estimated at

10 per cent of Level 1 plus Level 2 costs, suggests total expenditures averaging $3,039 (unweighted) and $2,816 (weighted). Further, average per pupil expenditures for credit programs tend to be about 25 per cent greater than those for non-credit programs, though there is considerable variation among programs.

Costs for continuing education programs taught in the French language could be reliably estimated only for credit daytime and evening courses. For 1986, the weighted average Level 1 plus Level 2 expenditure per ADE was $3,378, about 18 per cent greater than the comparable average for all credit courses.

For general interest courses, which do not receive provincial grants, the 1986 weighted average Level 1 plus Level 2 expenditure per ADE was $2,321, about 9 per cent less than the overall average for other programs.

Continuing education Average Daily Enrolment (ADE) includes "ghost students" allocated to assist in the funding of some small classes. Their inclusion makes interpreting the average expenditures more difficult. It was shown that if the formulas for allocating "ghost" students fully offset the extra costs of operating small classes and programs then the unweighted and weighted average expenditures would be equal. In fact, the former averages are typically about 8 per cent greater than the latter, implying that current arrangements are not fully adequate. However, the situation seems to differ considerably from program to program: small class adjustments apparently offset the higher costs of small classes and programs in Adult Basic Literacy and Numeracy but not in other programs.

Assessment of the financial effects of former and suggested policies for allocation provincial grants indicated highly variable effects. Though on average the suggested $1,900 per ADE would benefit boards, it would appear to be of greatest benefit to boards with low rates of grant that are operating larger

programs which have lower costs per pupil. In contrast, boards with low rates of grant, many of which operate small programs which incur high per pupil costs, would be negatively affected.

Chapter 6

UNDERSTANDING CONTINUING EDUCATION COSTS

How does one account for different levels of expenditures for continuing education? One mode of analysis, represented by chapter 4, is to undertake careful case studies of individual programs. Another approach is statistical analysis of data with the school board as the unit of analysis. Whereas the first approach answers the question as to why a particular board spends what it does, statistical analysis is directed at understanding the overall picture in the province. One would expect the two methods to yield complementary answers and therefore provide a better overall understanding that either would, taken alone.

The primary purpose of this chapter, then, is to present a statistical analysis of school board expenditures. It goes beyond this, however, in looking as well at how school boards responded in the past to changes in provincial school grant procedures; in particular, it considers the impact of the 1982 elimination of grants for general interest courses. Finally, descriptive data are presented concerning programs school boards may be considering and problems that they are facing in the field of continuing education.

Analysis of Expenditure Data

Theories to explain per pupil expenditures in school boards usually emphasize (1) the increased cost to the local taxpayer of additional services, (2) the income levels of taxpayers, (3) the costs of inputs (e.g., staff salaries), (4) the demand for service (e.g., potential number of clients) and (5) community tastes (e.g., their preference for spending on education rather than on other goods and services) (Lawton, 1985).

Data collected for this study did not allow formal application of such a model, but data that were available (table 6.1) can be grouped according to these categories: Group 1, rate of grant (variable 20); Group 3, the minimum and maximum hourly wages for certificated teachers (v. 2 and v. 3) and for non-certificated teachers (v. 4 and v. 5) and whether or not continuing education teachers bargain collectively (v. 18); Group 4, enrolment in continuing education as measured by ADE (v. 1) and whether or not the contiguous public or Catholic board offers continuing education (v. 17); Group 5, the presence or absence of particular programs such as Adult Basic Education (v. 6), ESL (v. 7), adult daytime credit courses (v. 8), evening credit courses (v. 9), correspondence/self-study credit courses (v. 10), general interest courses (v. 11) or courses taught in French (v. 19). No direct data were available on income (Group 2). Data were available on geographic location (v. 12 to v. 16). Geographic location is related to several types of variables, including income, cost of inputs, demand for continuing education and taste. Quite aside from its somewhat ambiguous theoretical interpretation, geographical location is important from the point of view of equity; that is, from the provincial perspective it is desirable for equitable arrangements to prevail everywhere in the province.

The dependent variable in this analysis is expenditure per pupil. In the analysis here, the Level 1 plus Level 2 expenditures per ADE are used. Data on all programs, including general interest courses, were used in order to ensure the most reliable possible statistic for each board. Note that inclusion of general interest courses has a minimal impact on the unweighted average of board expenditures: $2,730 in table 6.1 where it is included versus $2,763 in table 5.1, where it is not.

Also included in table 6.1 are data for the percentage change in general interest course enrolment between 1982 and 1986 (v. 22). This variable, a measure of the impact of the provincial decision to discontinue grants for general interest courses after 1982, is the focus of the next section.

Description of Sample The descriptive data in table 6.1 deserve comment and explanation. For convenience, they will be discussed in the order they appear in the table.

Variable Number and Name	Mean	Median	Std. Dev.	Correlation with* Expend./ADE	G.I. Change
1 ADE	403.2	130.3	$727.52	-.135	.210
2 OTC min. hr.	$20.54	$20.47	2.12	.151	.143
3 OTC max. hr.	$23.18	$22.62	6.02	.108	-.088
4 NC min. hr.	$16.20	$16.43	4.23	-.015	.585
5 NC max. hr.	$18.20	$18.00	6.94	.078	.135
6 ABE	90.7			.219	.161
7 ESL	76.7			-.198	.311
8 Ad. day cred.	27.9			-.117	-.004
9 Evening cred.	83.7			-.081	.106
10 Self-study	41.9			.050	-.182
11 Gen. interest	69.8			.171	.417
12 Defined city	30.2			-.179	.354
13 East	20.9			.033	-.151
14 Central	44.2			-.087	.521
15 West	16.3			-.247	-.136
16 North	18.6			.326	-.382
17 Contig. CE	58.1			-.073	.191
18 Collect. agree.	7.0			.055	-.086
19 French CE	5.0			.104	-.119
20 Grant rate	50.0	49.0	24.9	.355	-.609
21 Exp. per ADE	$2730	$2671	$1046	--	-.085
22 GI change pc.	-38.2	-50.0	67.7	-.085	--

*Correlations larger than .200 are significant at the .10 level and larger than .250 are significant at the .05 level; n = 43

Table 6-1: Means, Medians, Standard Deviations and Correlations

In the 43 boards (including two French-language programs as separate units) included in the analysis, the average continuing education program reported 403 continuing education ADE. However, the median enrolment (half above and half below) was 130 ADE. This type of large difference between the mean and median occurs when a distribution is positively skewed: i.e., a few large numbers and many smaller ones.

The average minimum and maximum salaries show relatively flat pay scales with, typically, just $2.50 per hour difference between the bottom and the top. The top rate of pay for certificated teachers, averaging $23.18, is just 12 per cent higher, on average, than the bottom rate. This contrasts with the situation for day school teachers where top rates of pay are typically 100 per cent greater than beginning rates. Non-certificated teachers begin at a rate about $4.00 less than certificated teachers; non- certificated teachers' top rate is about $2.00 per hour higher on average than their base pay. Standard deviations for top rates of pay tend to be greater than beginning rates of pay indicating there is greater variation at the tops of the scales than at the bottoms.

The program variables (e.g., ABE) were coded as dichotomous variables (1 = yes and0=no). Therefore, the mean score expressed as a percentage gives the percentage of boards in the sample with a particular program. Thus, 91 per cent of the boards had ABE programs, 77 per cent ESL programs, 28 per cent daytime credit courses, 84 per cent evening credit courses, 42 per cent correspondence/self-study courses marked by the board, and 70 per cent general interest courses. Ministry of Education data for 1986 indicate that, for the province as a whole, 44 per cent of the 126 boards under the grant plan offered ABE, 40 per cent ESL, 53 adult credit courses, and 29 percent correspondence/self-study. (For these purpose, the Metropolitan Toronto School Board is counted as six boards).

Geographic variables were also coded dichotomously. Thus, 30 per cent of the boards offer education in one of Ontario's five defined cities (Ottawa, Toronto,

Hamilton, London and Windsor). This represents 12 of 15 such boards. On a regional basis, the distribution of the boards in the sample is as follows: East, 21 percent; Central, 44 per cent; West, 16 per cent; and North, 19 per cent.

Among the boards in the study, 58 per cent had contiguous public or Catholic boards offering continuing education, 7 per cent had collective agreements with some or all of their continuing education teachers, and 5 per cent offered continuing education in the French language.

The average rate of grant in the sample boards was 50 per cent in 1986. This average is about the provincial average for the year. Thus, though the boards were to some extent atypical in that they had adult continuing education programs, they were not atypical in terms of their wealth as measured by equalized assessed valuation (e.a.v.). The relatively large standard deviation for rate of grant (24.9) indicates a wide range of wealth categories are included in the sample; indeed, grant rates ranged from 7 per cent to 87 per cent.

Finally, general interest course enrolments declined an average of 38 per cent between 1982 and 1986, though the median board experienced a 50 per cent decline. The range of percentage changes was very large; some experienced a 100 per cent drop (their programs were discontinued), while one board reported a 275 per cent increase.

Correlations with Expenditures per Pupil Correlations between the independent variables and the dependent variable, continuing education expenditures per ADE, are also reported in table 6.1.

A perfect correlation between two variables x and y, denoted by $r = 1.00$, means that there is a perfect straight-line relationship between the two and that as x increases, y increases. A perfect negative correlation of - 1.00 also means that there is a straight-line relationship between the two, but that as x increases, y decreases. A zero correlation means that there is no relationship between two

variables. Correlations are considered statistically significant at a given level, say the .10 level, if there is less than a 10 per cent chance that the correlations could be observed by chance alone in a population where there is no true relationship. In such a case, we can be 90 per cent confident that the observed relationship is a real one. In table 6.1, correlations of .200 or larger are statistically significant at the .10 level.

A correlation between two variables does not prove that changes in one causes changes in the other. Nevertheless, if it is logical that changes in one variable could cause changes in the other, then a correlation between the two would be expected. If a correlation is found, then one can interpret the correlation as evidence that a causal relationship exists. For example, it is logical to expect that a board that pays higher wages to its teachers will have higher per pupil expenditures than one that pays lower wages. That is, one would expect salary levels and expenditures to be positively correlated.

Only four of the independent variables had significant correlations with per pupil expenditures: ABE, .219; West, -.247; North, .326; and rate of grant, .355. That is, boards with ABE programs tend to spend more per pupil than those without ABE programs; boards in Western Ontario tend to spend less per pupil than those in other parts of the province; boards in Northern Ontario tend to spend more than those elsewhere; and boards with high rates of grant tend to spend more than those with low rates of grant. Its notable that the correlations between salary levels and expenditure are quite small, even though we have logic on our side. The largest correlation between per pupil expenditures and any of the four salary variables is that with the certificated teacher's hourly minimum salary ($r=.151$).

The positive correlation between ABE and expenditures is logical given the relatively higher costs of that program reported in chapter 5. That is, boards with ABE programs are likely to be spending more than boards without such

programs. The correlations between geographic location expenditures and expenditure follow a well known pattern. School boards in Western Ontario tend to be the low spenders in the province whereas those in the North tend to be among higher spenders.

The positive correlation between rate of grant and expenditure per pupil suggest that the grant plan in effect in 1986 had a stimulative effect on continuing education expenditures in boards with high rates of grants where the province was paying most or all of the cost.

Some of the non-significant correlations are also worth commenting upon. ADE is negatively related (-.135) to expenditure, indicating that larger boards spend less, a phenomena already comment upon in the last chapter. Boards with ESL programs also tend to spend less (r= -.198),a result to be expected given the lower costs reported for these programs. That defined cities tend to spend less than other boards (r=-.179) is surprising; perhaps their low rates of grant and larger programs account for this.

While correlations are useful in providing an initial insight into factors related to different levels of expenditure, regression analysis is more powerful in that the effects of independent variables upon one another can be taken into account.

Regression Analysis of Expenditure per ADE The method of regression analysis used here is referred to as "step- wise multiple regression". With this method, independent variables are entered into the equation in order of their explanatory power (table 6.2).

Multiple R	635	Degrees of Freedom		F = 8 353	
R Square	404				
Adj R Square	355	Regression	3	p < .001	
Std. Error	832 341	Residual	37		
Variables		Coefficient	Std. Error	R square	p less than
16 North		1028 995	411 157	189	050
2 OTC min per hour		201 812	67 316	265	010
20 Rate of grant		18 777	6 397	404	010
Constant		-2444 970	1520 498		

Table 6-2: Regression Analysis of Expenditure per ADE

The first variable used is the one which has the strongest correlation with the dependent variable, expenditures per pupil. Subsequent variables will be entered according to their explanatory power over and above that of the first variable. In statistical jargon, the effects of the first variable are "controlled" when the second variable is entered. Additional variables are entered until their additional explanatory power falls below some pre-set minimum. In the case at hand, variables were entered until their contribution fell below four per cent; i.e., they explained or accounted for less than four per cent of the variation in expenditure per pupil.

As reported in table 6.2, only three of the twenty variables in the analysis met the criterion for inclusion in the equation: Northerness (v. 16), minimum hourly rate of pay for certificated teachers (v. 2), and rate of grant (v. 20). It is notable that once geographic location was taken into account, the rate of pay for certificated teachers became significant. This means that, for two boards in the same region, the one that pays the higher minimum salary also has higher

expenditures per pupil. This confirms the common sense proposition stated earlier.

The equation in table 6.2 can be presented in usual algebraic form as follows, dropping the extra decimals:

Expenditure per ADE = -$2,445 + 1029(v16) + 201.8(v2) + 18.77(v20)

By way of example, for a Northern board (v. 16 = 1) with a 70 per cent rate of grant (v. 20 = 70) paying its certificated teachers a minimum of $20 per hour (v. 2 = 20), the estimated continuing education expenditure per ADE is $3,934. A similar board not in the North would be expected to spend $2,905, or $1,029 less than the Northern board. If this non-Northern board had only a 20 per cent rate of grant, the expected expenditure would be $1,966.

Therefore, the two most powerful variables for explaining a school board's continuing education expenditure per ADE are economic variables, its rate of grant (which reflects cost to the local taxpayer) and teacher salaries (which reflects cost of labour inputs). The third most powerful one is geographic; i.e., being located in the North.

As noted earlier, geographic variables tend to be proxies for other variables. To better understand the nature of "Northerness" one can consider its correlates. The Northern variables had correlations with the following variables: ADE, -.205; ESL,-.303; French programs, .180; and rate of grant, .515. Apparently, then, some of the higher expenditures of Northern boards reflect the absence of some characteristics associated with lower lost programs, such as large enrolment, low cost ESL programs, and the presence of situations that reflect higher expenditures, such as programs taught in French.

In interpreting the regression analysis, it is important to recognize that the level of service a board offers has not been taken into account. As was clear in the cross-case analysis, higher expenditure continuing education programs

generally provide more services to students. The fact boards with higher rates of grant tend to spend more than those with low rates of grant does not necessarily imply that they are less efficient; it may mean that they provide higher levels of service or that they offer high cost programs that the boards with low rates of grant do not.

The regression analysis does suggest, of course, that level of service is responsive to rate of grant. A 10 per cent increase in a rate of grant is associated with a $188 increase in spending ($18.77 x 10 = $187.70). By implication, the new system of financing continuing education will likely have a stimulative effect on continuing education expenditures in school boards with less than a 50 per cent rate of grant, assuming the $1,900 is used. (Note that $1,900 is approximately 50 per cent of the 1987 grant ceiling). In a board with a 1986 rate of grant of 10 per cent, a stimulative effect of $752 per pupil ($195 x 4) would be expected since, in effect, its rate of grant has been increased from 10 per cent to 50 per cent. Conversely, a flat $1,900 grant per ADE would, in effect, move a board with a 90 per cent rate of grant to a 50 per cent rate; in this case, the expenditure per pupil would be expected to decline by $752. To accomplish such a step, a board would probably discontinue its highest cost programs.

Analysis of General Interest Enrolment

The effect that provincial reductions in grants can have is clearly illustrated by an analysis of the effects of the removal of provincial grants for general interest courses in 1982. As noted in the discussion of table 6.1, the median board experienced a 50 per cent drop in general interest enrolment between 1982 and 1986. Some boards discontinued their programs altogether.

To understand this impact better, correlation and regression analyses were used. The correlations reported in table 6.1 indicate that change in general interest enrolment between 1982 and 1986 is positively correlated with ADE

(.221), meaning that school boards with higher levels of continuing education ADE tended to gain general interest students even after grants were removed, while boards with lower levels of ADE tended to lose general interest students. Enrolment change also has positive correlations with non-certificated teachers' minimum wage (.585), ESL (.311), the offering of general interest courses at present (.417), and central Ontario location (.521) . Negative correlations include Northern location (-.382) and rate of grant (-.609), meaning that general interest enrolment tended to decline in the North and in school boards with high rates of grant.

For the step-wise regression, only one variable met the criterion set for entry into the equation; that variable was rate of grant. The equation was:

Percent change in general interest enrolment = 36.46-1.62 (rate of grant).

For example, a board with a 70 per cent rate of grant would be estimated to have experienced a change in enrolment of -77 per cent since 36.46 - (1.62)(70) = -77. On the other hand, a board with a 10 per cent rate of grant would be estimated to have experienced a 20 per cent increase.

Teachers' Salaries

A recurring issue that arose during the case studies and in discussions with the advisory committee was the potential impact on continuing education costs of recent court decisions concerning the employment status of continuing education teachers. In simple terms, most boards have not considered continuing education teachers to be teachers as defined in the *Education Act* and "Bill 100", *An Act respecting the Negotiation of Collective Agreements between School Boards and Teachers*. In practice, this has meant that most schools boards have not engaged in collective bargaining with continuing education teachers, that salaries and benefits for continuing education teachers have been set administratively, and

that continuing education teachers have had no employment security in the form of seniority guarantees and the like.

In various decisions, the courts have held that continuing education teachers are teachers as defined in the *Acts*, but the implications of these decisions and the extent of their application have yet to be worked out. For example, are teachers of Adult Literacy and Numeracy or Adult ESL and FSL courses teachers under the *Acts*? How does holding teaching certification affect the status of a teacher in these and other programs? The Ontario Teachers' Federation and its affiliates are acting on the belief that all individuals engaged in the teaching of courses receiving grant from the Ministry of Education are, by law, members of OTF. Some school boards have voluntarily entered into collective bargaining with continuing education teachers of credit courses, but as far as we know, have not agreed to include teachers of non-credit courses in the bargaining units.

The process currently developing can be conceptualized as a conflict over the status of the continuing education labour market. Currently, it is for the most part an external or open labour market. Individuals who will work for a wage offered by a school board are hired for particular assignments with no future obligation to the school board -- nor the school board to them. Bringing continuing education teachers under the applicable *Acts* would transform the labour markets into internal labour markets, wherein individuals would become part of the permanent staff of a school board, to be offered assignments on a regular basis, at higher pay, with more benefits and with seniority rights. For their part, school boards could expect a more highly qualified staff, lower rates of staff turnover, and more extensive contributions by staff members to the overall program (Bills, 1987). Given that a shortage of teachers is expected early in the next decade, school boards may find that internalization of their labour market for continuing education teachers will be beneficial; without it, they may not be able to compete with other employers.

There seems little doubt that collective bargaining with continuing education teachers would bring about higher pay scales. For the boards in our sample, collective bargaining (v. 18) had a .76 correlation with hourly maximum rates of pay for certificated teachers. The regression equation in table 6.2 indicates that for each dollar increase in base pay per hour for certificated teachers, projected expenditure per ADE increases $202.

Another legal factor that may affect the status and pay of continuing education teachers is proposed legislation for pay equity. As proposed, the law would require that members of workgroups that are predominantly female be paid salaries that are equal to those of members of workgroups that are predominantly male if the work carried out is of "equal value". As noted in the cross-case analysis (chapter 4), most continuing education staff may be predominantly female. Secondary education staffs, with whom they would likely be compared, are predominantly male.

The likely effects of increased teachers' salaries on continuing education will depend on the size of the wage increases and the degree to which they are offset by provincial grants. Evidence presented in the statistical analyses above clearly indicates that if teacher costs increase significantly and provincial grants do not increase (or are decreased), then continuing education programs will be reduced in size in boards of less than average wealth. Major increases in cost may even affect continuing education programs offered by large, wealthy boards that have heretofore maintained programs without substantial provincial support by taking advantage of their large tax bases and economies of scale.

Special Programs

Another development that may affect continuing education expenses in the future is the emphasis some boards are placing on programs for special populations. Although detailed information was not collected, 29 per cent of the boards (12 of 41) indicated they offered programs for handicapped adult students. In several cases this work involved cooperation with a treatment centre or hospital. Twenty-nine per cent of the boards also indicated that courses were offered for adults who had formerly been enrolled in special education classes in the board. In a number of cases, they indicated the same program served both categories of students.

Four school boards (10 per cent) offer continuing education programs specifically designed for Native students. In several cases, boards work closely with reserves in developing these programs. One large urban board indicated a continuing education program for Native peoples was under development.

Short and Long Term Problems

Accommodation problems and a shortage of teachers headed the lists of problems identified by school boards in Part 3 of the questionnaire. A total of 32 of the 41 boards (78 per cent) stated one or more long and short term problems. These were grouped under two dozen headings; the frequency of responses is as reported in table 6.3.

The emphasis on teacher issues -- shortages, low pay, need for training -- reflects the nature of the external market for teachers discussed earlier and perhaps provides evidence that moving to a more permanent, stable internal market would not be without it benefits. With permanent teachers, staff development and training are reasonable options. In this way, individuals can be trained to fill vacancies. On the other hand, without solutions to the problems of student attendance and retention, best addressed through extended student services, a stable teaching force may not be fully employed.

Frequency	Topic
14	Accomodation, especially for adult daytime classes
13	Teacher shortages, especially advanced credit courses
12	Funding levels and method
7	Low priority placed on continuing education in board
7	Myriad of providers and lack of coordination
5	Low population density and difficulty with class sizes
5	Transient nature of continuing education staff
4	Lack of student services: guidance, libarians, etc.
4	Tuition fees charged for general interest courses
4	Lack of adequate materials
4	Lack of administrative support
3	Communicating with and attracting potential students
3	Lack of capital
3	Lack of equipment
3	Separate school extension; e.g., accomodation, tax base
2	Need for teacher training
2	Poor student attendance and high dropout rate
2	Bargaining contracts with teachers
2	Low teacher pay
2	High administrative costs, especially in rural areas
1	Getting students to drive in winter weather conditions
1	Day school students in night classes scare off adults
1	Aid for students
1	Child care
1	Perceived as a second class provider of education

Table 6-3: Problems Concerning Continuing Education Programs

Summary

A number of analyses were carried out to gain a better understanding of why school boards spend what they do on continuing education. A regression analysis, with expenditure per pupil as the dependent variable, indicated three variables were the most powerful predictors of what a school board spends; namely, its rate of grant (boards with high rates of grant spend more than boards with low rates of grant), its basic rate of pay for certificated continuing education

teachers (boards that pay high wages spend more than boards that pay low wages), and location in the province (boards in the North spend more than boards in the South). Higher expenditures, it was emphasized, do not necessarily mean less efficiency; in most cases greater per pupil expenditures reflect higher levels of demand for more costly programs (e.g., programs taught in French) and a willingness to provide higher levels of service (e.g., student guidance services).

The importance of provincial grants to program enrolment was emphasized by an analysis of the percentage change in enrolment in general interest courses in school boards between 1982, when the province eliminated grants for these courses, and 1986. A regression analysis indicated that the change in general interest enrolment was negatively related to a school board's rate of grant; that is, the higher a board's rate of grant, the greater the decline. Boards with high rates of grant are those with low levels of assessment and less wealthy ratepayers; they were unable to draw upon their own resources or those of their clientele to replace provincial funds because of the negative impact it would have on the local tax levy.

Teachers' rates of pay, as has already been noted, are an important factor in estimating expenditure levels. Analysis indicated that for every dollar increase in basic rate of pay, expenditures may increase by $202 per pupil. Recent court decisions may see changes in the contractual relationship between school boards and teachers, with collectively negotiated contracts far more common. This change can be interpreted as a shift from an external labour market to an internal labour market for continuing education teachers. Though this shift may bring higher salaries (salaries tend to be higher for continuing education teachers in boards that have bargained with them collectively), it is likely to result in lower staff turnover and better trained personnel.

Another factor that may increase continuing education costs in the future is the addition of programs for special populations. A significant number of

boards reported having initiated continuing education courses for handicapped adult students and for adults who had formerly been enrolled in special education as youth. Several have begun offering continuing education programs specifically designed for Native adults.

Two dozen problem areas concerned with continuing education were identified by school board staff. Heading the list were accommodation problems, especially for adult daytime classes, teacher shortages, especially in advanced credit courses in mathematics and the sciences, and funding levels and methods. Some problems seem solvable. For example, moving to an internal labour market for teachers may reduce problems with teacher availability and turnover. However, getting students to drive in winter weather is probably beyond the powers of the most effective administrator.

Chapter 7

CONCLUSION

The primary purpose of this investigation into the costs of adult continuing education in Ontario was to provide information that could be used in setting the level of provincial grants for continuing education programs. In the words of the Minister in his statement to the Legislature on November 26,1986, "its findings will help determine the grant for each full-time equivalent pupil after 1987." But, in the course of the investigation, many other issues were raised as well, including the levels and types of continuing education service provided, the distribution of continuing education services across the province, the employment status of continuing education personnel, and the effects of the extension of Roman Catholic separate school boards on continuing education.

In this chapter, we provide some background concerning each key issues, state our conclusions, and provide some discussion concerning the basis for and implications of these conclusions. Subordinate issues are then identified and treated in the same manner. In all, five key issues and five subordinate issues have been identified. In each case, subordinate issues are described in conjunction with the key issues to which they relate. The five key issues are 1) level of grant per continuing education ADE, 2) teachers' salaries and employment conditions, 3) level of services provided, 4) autonomy of operation and competition, and 5) general interest courses.

Issue 1.0: Level of Grant per Continuing Education ADE

Background: Under its new funding policy, the Ministry of Education proposes to provide a flat grant per continuing education ADE. For 1987, this grant was set at $1,900. Weighting factors will apply to a board's grant, however, so the value of the grant will in fact vary somewhat from board to board. For the purposes of simplicity, the effects of these weighting factors has been omitted from the analysis in this report.

The new funding arrangement for continuing education marks a significant departure from earlier policy wherein the value of a board's grant per continuing education ADE was equal to the grant ceiling times a board's rate of grant. Under that policy, a board's grant per ADE for 1987 would be between $0.00 (for a 0 per cent rate of grant) and $3,621 (for a 100 per cent rate of grant). For 1987, boards are funded under whichever of the two systems is more advantageous for them.

The objective behind the new policy is to break the link between the local tax base and the funding of continuing education courses so that ratepayers of both public and Catholic systems will have free access to continuing education courses in both systems. The policy applies to adult basic education (Adult Literacy and Numeracy, Adult Citizenship and Language), English and French as a second language, and continuing education credit courses; it does not apply to general interest courses, however, since the province stopped providing grants for these in 1982.

Conclusion: Based on the analysis presented in chapter 5, the average expenditure per continuing education ADE in 1986 for the province as a whole was $2,816. Given a 4.5 per cent annual rate of inflation, a grant to cover the full cost of each continuing education ADE would be $2,943 for 1987 and $3,075 for 1988.

Discussion: The 1986 cost per continuing education ADE given above is based on the analysis of three levels of cost reported by 41 school boards which represent two-thirds of all school boards offering continuing education in the province. Costs were analyzed according to three levels: Level 1, direct classroom costs; Level 2, direct non-classroom program costs (e.g., administration, student services, and secretarial services); and Level 3 costs. Data reported by boards were used to compute average Level 1 and 2 costs; Level 3 costs were estimated at 10 per cent of Level 1 plus Level 2 costs. The average Level 1 expenditure was $1,758 excluding general interest courses; the average Level 2 expenditure was $802; and the average Level 1 plus Level 2 expenditure was $2,560. One can be 95 per cent confident the true average Level 1 plus Level 2 expenditure for 1986 is within $250 of this estimate; that is, that the true average is between $2,310 and $2,810.

The averages given above are what are termed "weighted" averages in that they take into account the varying sizes of programs within school boards. They are the appropriate average to use in setting the level of per pupil grants.

Unweighted average expenditures, in which school board expenditures are not weighted by program size, were also calculated. The unweighted average Level 1 expenditure was $1,809 and the average Level 1 plus Level 2 expenditure was $2,763. The differences between the weighted and unweighted averages indicate that adjustments in the counting of Average Daily Enrolment that are intended to offset the higher costs associated with small programs are not fully effective.

Analysis of expenditure levels in chapter 6 indicated that a school board's per pupil continuing education expenditure was very sensitive to its rate of grant, with higher expenditures found in boards with higher rates of grant. This analysis can be used to predict the effects of moving to a flat grant by (1) estimating the increases in expenditures expected as grants to boards with low

rates of grants are increased and (2) by estimating the decreases in expenditures expected as grants to boards with high rates of grant are decreased.

A cross-case analysis of five case studies indicated that continuing education programs generally operate at a lower cost than day school programs by paying lower salaries, providing lower levels of student services and less administrative support. For the most part, expenditure differences reflected the provision of different levels, types, and quality of service rather than different levels of efficiency.

Issue 1.1: Economies of Scale and Counting ADE

Background: The regulations for school grants provide for the inclusion of bonus or "ghost" pupils in counting enrolment in classes with fewer than fifteen students in five programs: Adult Basic Literacy and Numeracy, Adult Citizenship and Language, Adult English as a Second Language, Adult French as a Second Language, and credit courses for francophones that are taught in French. This provision is often referred to as "the small class factor". No "ghosting" is permitted for credit courses offered in English nor for correspondence/self-study students (who are assumed to be studying independently).

This allowance seems to have two purposes. First, in some cases, the situation may not permit a class of fifteen students to be formed. Most often, this would occur in areas with small populations or very low population density. In this case, we would say that ghosting is meant to offset the problem created by a loss of economies of scale. That is, a class might be opened with ten students but enrolment for fifteen could be claimed. We expect that this is the the major reason for including courses taught in French under this provision.

The second purpose may be to permit small group modes of instruction which are seen as more appropriate for some types of students. In particular,

some literacy programs for adults are committed to small group or tutorial instruction.

Whatever the intended purpose, it is true that if the formula for allocating ghost students is sufficiently generous to offset the higher cost of some programs, then the average unweighted expenditures per pupil among school boards will equal the average weighted expenditures. This is so because the extra ghost pupils in boards operating programs with small classes and programs will reduce the average expenditure per ADE in these boards to a level commensurate to that in boards without such classes and programs.

Conclusion: Current regulations for counting additional "ghost" pupils in small classes are not sufficiently generous to offset the higher cost of operating small continuing education programs and do not address the needs of English-speaking residents in areas of low population density.

Discussion: The primary evidence for this conclusion is the difference, noted above, between the unweighted and weighted average expenditures per ADE. Examples in chapter 5 demonstrate how ghosting factors set too low result in unweighted averages larger than weighted averages.

Having said this, it was noted that in the case of Adult Basic Literacy and Numeracy, the unweighted average of Level 1 plus Level 2 expenditures, at $2,704, was lower than the weighted average, at $2,816, implying a slight over-compensation for this one program. It is important to note than many of the boards offering this program are large boards which choose to offer small classes and are not forced by circumstances to do so.

Given the dual purpose of the small class factor, it is difficult to sort out the effects of operating small classes by choice and of operating small programs by circumstance. In the end, our own assessment is that the current small class factor is sufficient to offset the costs of small classes operated by choice as part of

large programs, but that it is not sufficient to offset the loss of economies of scale that comes with operating small programs. What is more, its lack of availability to boards with courses taught in English in areas of low population density means that offering credit courses through continuing education is not financially feasible in many rural parts of the province.

Although one limitation of this study is that board weighting factors, which take some account of small board size, were not taken into account, we nevertheless feel that some method of over-counting the first 25, 75 and 150 continuing education ADE (or, equivalently, providing higher grants for the first 25, 75, and 150 ADE) would help to adjust for the different economies of scale found among continuing education programs in Ontario school boards. Simulations of the effects of different values for weighting factors would be necessary to determine their appropriate size but, given the eight per cent difference between weighted and unweighted mean expenditures, they would probably be on the order of 1.15 for the first 25 ADE, 1.10 for the next 50, and 1.05 for the next 75. By way of comparison, the small class factor in effect provides weights between 1.07 for classes of 14 (since the 14 students are counted as 15, which equals 14 times 1.07) and 6.0 for classes of 1 (since 1 student is counted as 6, which equals 1 times 6.0).

Issue 1.2: Attendance and Continuing Education ADE

Background: Continuing education ADE for classroom instruction is calculated on the basis of instructional hours for enrolled students who have not been absent more than three consecutive times. Regulations require that students who have three consecutive absences be dropped from the rolls. Even if the student returns after three absences, grants cannot be claimed for the student for the days missed. Aside from the financial impact of these regulations, the bookkeeping and calculations involved in arriving at continuing education ADE are considerable.

Conclusion: The current method of calculating continuing education ADE may be unnecessarily burdensome and may inappropriately penalize boards offering daytime continuing education programs. A revised procedure patterned after day school procedures for calculating ADE (i.e., based on enrolment on several count dates) is probably feasible and preferable.

Discussion: Many continuing education staff believe that current regulations emphasize attendance rather than enrolment. Since classes are staffed on the basis of enrolment, they believe that funding based on attendance is inappropriate. In our view, though, the current system is not primarily "attendance-based".

"" Moving to a system based on two count dates (say 10 per cent and 60 per cent of the way through a class; e.g., at the 2nd and 12th meeting of a course with 20 sessions) would, we believe, address this perception problem and at the same time reduce the paperwork considerably. Since paperwork is non-productive work, this can only be to the benefit of all concerned. Of course, any such new system ought to be tried on a trial basis in several locations to ensure its feasibility.

Issue 1.3: Expenditures and Grants for Different Programs

Background: The grant per continuing education ADE is the same regardless of the program for which the ADE is generated. This policy is meant to ensure that boards are free to offer what programs they feel are needed and to minimize the steering effect grant regulations may have. As well, it removes any incentive to classify a course or student in one program rather than another because of differing grant levels. However, the expenditure analysis in chapter 5 indicated that 1986 expenditures per pupil in non- credit programs averaged about 25 per less than those in credit programs.

Conclusion: There is a greater incentive to offer non-credit programs

rather than credit programs since the former cost less to operate but receive the same grant per ADE. Boards offering only credit programs are penalized relative to those that offer a range of programs since their programs cannot cross-subsidize one another.

Discussion: In spite of the risks that comes with program funding, it may be advisable to offer higher grants for credit courses or to set a lower grant level and attach weights (e.g., 1.25 to reflect a 25 per cent difference) to students enrolled in credit courses in calculating continuing education ADE. If this is done, regular monitoring of expenditure levels by program should be carried out since differences in program expenditures may change.

Issue 1.4: Grants for Courses Taught in the French Language

Background: Although credit courses taught in the French language qualify for the small class factor, concern was expressed that they do not benefit from extra funding to the extent of French language day school programs. In part, this may reflect the traditional assumption that continuing education is a low cost extension of day school programs. Our own analysis indicated that, on a provincial basis, expenditures for courses taught in the French language were 18 per cent greater than courses taught in the English language.

Conclusion: Courses in which the language of instruction in French require higher funding levels than do those taught in English.

Discussion: Weighting the enrolment of students in course taught in the French language would be a reasonable method of addressing this difference. The 18 per cent differential noted above may be a useful first estimate of the size of this factor, though it was based on cost estimates from just three school boards. If extra weights also were given for small programs, rural locations and the like, this factor should be adjusted to reflect commonality among the variables to that there is no "double counting".

Issue 2.0: Teachers' Salaries and Employment Conditions

Background: Most continuing education teachers are employed on a course by course basis. Their salaries, working conditions, and benefits are determined administratively. Typically, there is little difference between minimum and maximum rates of pay. On an annualized basis, pay rates fall near the low end of salary grid positions for day school teachers. Recent court decisions may mean that school board will be required to enter into collective negotiations with some or all continuing education teachers under terms set by various provincial Acts. In addition, continuing education staffs we observed were, we believe, predominantly female. Provincial pay equity legislation may affect these groups since secondary teaching staffs, their most likely comparison group, are predominantly male. Finally, many demographers indicate that there will be a shortage of teachers in the near future as older teachers retire and there is a decline in new entries into the labour market due to the end of the "baby boom".

Conclusion: It is unlikely that current differences in rates of pay between continuing education teachers and day school teachers will remain, especially in the case of credit classes for which certificated teachers are required.

Discussion: Regression analysis of per pupil expenditures indicated that teacher pay was an important predictor of expenditure levels. Higher pay was associated with higher expenditures. As well, continuing education teachers who had bargained collectively generally had higher pay than those who had not. Since part of the lower costs of continuing education programs relative to day school programs is attributable to wage differences, it is likely the gap will close substantially over the next five years.

While collective negotiations and higher salaries for continuing education teachers may be viewed negatively by some in that available resources may not go

as far, there is a positive side. Many problems identified by continuing education administrators, including high teacher turnover, a shortage of teachers of advanced credit courses, and inadequately trained teachers, may be ameliorated by the development of a more permanent staff. In other words, changing from an external labour market to an internal labour market is not without its benefits, particularly given the anticipated shortfall in new teachers.

Issue 3.0: Level of Services Provided

Background: It is probably fair to say that, traditionally, continuing education has been viewed as an add-on activity that entailed little effort or cost beyond the direct provision of a teacher and classroom materials. Even for the teacher, a night school or summer class was assumed to be a repeat of a course that the person was already teaching in day school so that little new preparation was needed.

The continuing education programs and staff we observed in our case studies was very different from this portrait. Programs included daytime schools with students taking two, three or four courses; literacy classes for immigrants who were doing little else; teachers who were trying to earn a living by teaching an assortment of courses; and overtaxed administrators carrying responsibilities of superintendents and principals but classed and paid as coordinators, administrative assistants, and vice-principals. Night school programs increasingly enrol adolescents already enrolled in day school on a full- or part-time basis. They take credit courses in order to raise marks, graduate early, or broaden their education. Yet, in spite of this different picture, we found low levels of administrative support, a general lack of student services, and staff paid or classed below positions in the day school program that, in our view, carry similar responsibilities.

Conclusion: Expenditures per pupil for continuing education programs

are less than those for day school programs in large part due to the lower levels of service being provided.

Discussion: One can argue that the situation we found can be explained in two ways. First, it may reflect an under-funding of continuing education by school boards and the province. Alternatively, it may reflect decisions by boards to set up programs under continuing education that ought to be day school programs. Indeed, a number of boards have day schools for adults rather than continuing education adult daytime schools. Some Ministry staff believe that the former grant system for continuing education encouraged boards with higher rates of grant to set up programs that were not intended by government -- a case of policy following funding rather funding following policy.

As the study progressed, we became increasingly convinced that the traditional demarcation between day school education and continuing education was being erased by a variety of social factors -- adolescents wishing to work part-time and to study part-time, young adults wishing to complete a high school education, immigrants needing to master English and available for full-time study, and so forth. The demand and need for service for these various groups is at least equal to, if not greater than, that for day school students. In the end, it may be that the distinction between day school and continuing education for credit and grantable courses has outlived its usefulness.

Issue 3.1: Geographic Distribution of Services

Background: Although the scope of the study did not include an investigation of the distribution of current continuing education services, the lack of responses and negative responses from many rural and Northern boards spoke for itself. With a few significant exceptions, continuing education is an urban service in Ontario. Problems identified by continuing education staff in county and Northern boards concerned various issues, but especially that of amassing enough students for credit courses.

Conclusion: While continuing education is an optional program for Ontario school boards, it is not an option on equal terms: the higher costs of providing continuing education services in school boards with low population densities effectively rule out its provision in these boards.

Discussion: When one speaks of "equality of opportunity", one is speaking of having an equal chance. In some cases, higher levels of funding may be necessary in order to provide this equal chance. While some argue that equity would only be served by requiring all Ontario school boards to provide adult basic education, evening credit programs and the like, we are taking a more modest position, consistent with our mandate in this study, and suggest that for rural boards to exercise the same degree of choice that urban boards have, the financial implications for the two ought to be the same. We expect that adjustments to the method of counting ADE, discussed earlier, would accomplish this objective.

Issue 4.0: Autonomy of Operation and Competition

Background: Two common features of all continuing education programs we observed were (1) their dependence on the entrepreneurial skills of one or more individuals and (2) their overlap and, often, competition with other programs in the community. In short, continuing education exists in a relatively unregulated, competitive, open market environment.

Contradictory attitudes seemed to be held about this situation. On the one hand, administrators and teachers seemed to value their relative autonomy. Any idea could be tried. If students could be found, a program was offered. Many were concerned that possible unionization of teachers would reduce this flexibiltiy. Often, the success of a course or program was due to one person, perhaps a person without a teachers' certificate. What might happen if the teachers' federation gained bargaining rights?

On the other hand, there were concerns expressed about fragmentation and

competition. If there were more programs than students, all programs might fail because of an insufficient mass of students. A need for cooperation and coordination was seen; a need to divide up the territory. In effect, sectorial monopolies would replace competition.

At present, government policy seems to encourage competition. Funds for some types of programs are available from three or four provincial ministries and some federal ministries. Also, the completion of the separate system in many areas meant that public boards gained competitors in at least the one segment they had to themselves, continuing education credit courses.

Conclusion: Adult continuing education is the "frontier" of educational development and, as with frontiers in general, is in a state of disarray. Attempts to impose order at present are likely to prove ineffective and, if applied to one agency and not others, would weaken that agency's ability to compete and contribute.

Discussion: Although we have some concern about many different agencies competing against one another with the public's money, we saw no evidence of abuse. In several communities we observed that public boards had improved their services in response to initiatives taken by separate boards. This response resulted in more and better services to adults and, with few exceptions, demand seemed to justify all programs. Where this was not the case, our expectation is that redundant programs will be discontinued.

Issue 5.0: General Interest Courses

Background: General interest courses are currently funded through fees and through local tax support. The provincial government eliminated its support for these courses in 1982. At that time, the new category of grantable non-credit courses was created; these included adult basic education, adult ESL and adult FSL. Since then, enrolment in general interest courses in many parts of the

province has fallen substantially while enrolment in ABE, FSL and ESL has increased.

While the 1982 provincial policy decision can be defended on the basis of equity -- most ABE, ESL, and FSL students have needs that must be met if they are to contribute fully to society while most general interest students are well educated members of the middle-class -- the decision was very uneven in its effects. First, enrolment drops were particularly large in Northern Ontario and in French-language communities. Because of lower incomes in the North and within many French-language communities, general interest courses simply disappeared. Second, while students in general interest courses tend to be middle class, they also tend to be female. Thus, two of the less economic well-off groups in Ontario, francophones and women, suffered under this policy. Third, many general interest courses are vocationally or health oriented -- woodworking, sewing, typing, fitness, etc. These vocationally and health oriented courses seem more valuable to society which can profit from skills learned or benefit from reduced health care costs, than do personal interest courses such as astrology or bridge. Finally, with the extension of the Catholic school system, some boards have begun charging the ratepayers of their coterminous school board higher fees to offset the loss of local tax subsidies.

Conclusion: The lack of provincial funding for all general interest courses deprives some groups of this service and forego one opportunity to enhance the skills and health of Ontario residents.

Discussion: Since about one-third of all continuing enrolments are apparently in general interest courses, it would be a major undertaking to fund them fully from the provincial purse. At the same time, it would appear that some funds targeted for specific groups, for specific courses, and in specific areas might prove practicable. Rather than using course enrolments as a basis for grants, however, a simplified approach might be used with grants being based on

community demographics such as income, percentage Francophone, population density age distribution, etc. To offset the problem of coterminous board enrolments, a grant based on a sampling of students might suffice, eliminating the need for fee exchanges and complex record keeping.

Summary

Five major and five subordinate issues were identified in the study; for each, a central conclusion was drawn:

Issue 1.0: Level of Grant per Continuing Education ADE

Conclusion: Based on the analysis presented in chapter 5, the average expenditure per continuing education ADE in 1986 for the province as a whole was $2,816. Given a 4.5 per cent annual rate of inflation, a grant to cover the full cost of each continuing education ADE would be $2,943 for 1987 and $3,075 for 1988.

Issue 1.1: Economies of Scale and Counting ADE

Conclusion: Current regulations for counting additional "ghost" pupils in small classes are not sufficiently generous to offset the higher cost of operating small continuing education programs and do not address the needs of English-speaking residents in areas of low population density.

Issue 1.2: Attendance and Continuing Education ADE

Conclusion: The current method of calculating continuing education ADE may be unnecessarily burdensome and may inappropriately penalize boards offering daytime continuing education programs. A revised procedure patterned after day school procedures for calculating ADE (i.e., based on enrolment on several count dates) is probably feasible and preferable.

Issue 1.3: Expenditures and Grants for Different Programs

Conclusion: There is a greater incentive to offer non-credit programs rather than credit programs since the former cost less to operate but receive the same grant per ADE. Boards offering only credit programs are penalized relative to those that offer a range of programs since their programs cannot cross-subsidize one another.

Issue 1.4: Grants for Courses Taught in the French Language

Conclusion: Courses in which the language of instruction in French require higher funding levels than do those taught in English.

Issue 2.0: Teachers' Salaries and Employment Conditions

Conclusion: It is unlikely that current differences in rates of pay between continuing education teachers and day school teachers will remain, especially in the case of credit classes for which certificated teachers are required.

Issue 3.0: Level of Services Provided

Conclusion: Expenditures per pupil for continuing education programs are less than those for day school programs in large part due to the lower levels of service being provided.

Issue 3.1: Geographic Distribution of Services

Conclusion: While continuing education is an optional program for Ontario school boards, it is not an option on equal terms: the higher costs of providing continuing education services in school boards with low population densities effectively rule out its provision in these boards.

Issue 4.0: Autonomy of Operation and Competition

Conclusion: Adult continuing education is the "frontier" of educational development and, as with frontiers in general, is in a state of disarray. Attempts to impose order at present are likely to prove ineffective and if applied to one agency and not others would weaken that agency's ability to compete and contribute.

Issue 5.0: General Interest Courses

Conclusion: The lack of provincial funding for all general interest courses deprives some groups of this service and forego one opportunity to enhance the skills and health of Ontario residents.

These issues and conclusions suggest, above all, an increase in the level of and a change in the distribution of provincial funds for continuing education. In the short run, increased costs will be incurred by the provincial government but not the taxpayers of the province: the expenditure levels described are those already in existence. The new policy simply replaces local funds with provincial funds. The need for this change has come about, for the most part, due to the extension of the separate school system and the splitting of the secondary tax base in Ontario. It has not come about because of a desire to shift the burden away from local taxpayers and to the province, though this may be a desirable effect.

There are, though, three factors that may bring about increase costs for continuing education in the longer term. First, it appears likely that teachers' salaries will increase due to changes in the contractual status of teachers and to an increasingly short supply of new teachers. Second, there are reasonable arguments for providing the same levels of service to continuing education students as to day school students. Third, and perhaps most important, a shift in the burden of continuing education from the local level to the provincial level makes it more attractive to boards to offer services. That is, the change in policy will likely have a stimulative effect on school board expenditures that is directly proportional to the increased funding a board receives under the new policy.

The change in distribution referred to above would be brought about by the

recognition of situations in which program costs are likely to be higher than average: low density areas, areas serving a francophone population, courses offered for credit. Adjustments are needed to ensure equity among school boards. Inclusion of such adjustments would ensure that too high a base level of funding was not set.

Beyond funding issues is the question of the very nature of continuing education. It is a field in a state of flux. As day school programs become more flexible and offer program choices such as co-op education, and as continuing education daytime schools offer credit and non-credit courses in dedicated facilities, the very distinction between day school and continuing education comes into question. With this in mind, moving toward a more neutral form of funding, which reduces the difference between day school and continuing education revenues per pupil, may be appropriate.

Appendix A

Case 1: City of Suffolk Board of Education

Case 2: Northern Lights Catholic School Board

Case 3: Gambier Board of Education

Case 4: St. Patrick School Board

Case 5: Glastonbury Board of Education

Case 6: The Carrington Board of Education

Appendix A

CASE 1: CITY OF SUFFOLK BOARD OF EDUCATION

Adult continuing education (ACE) in City of Suffolk Board of Education has a long history, extending back to the early part of the century. Before the creation of the Colleges of Applied Arts and Technology (CAATs), its schools were a major training grounds for skilled workers. Though much of the tradition was lost when the CAATS assumed most of the responsibility for training youth for direct entry into the labour markets for skilled workers, the tradition has in the past decade reasserted itself and today continuing education has been institutionalized within the system. Key trustees support ACE; senior administrators have had experience managing ACE; teachers' unions have formal contracts covering ACE teachers; and student numbers are increasing. ACE'S missions are diverse - from empowering the powerless in society to providing interesting activities for the elderly - but its future may rest on whether or not the board retains its high level of residential, commercial and industrial assessment. In 1986, the board supported adult continuing education (secondary panel) by $2.6 million from the local tax base. Administrative staff and trustees fear the proposal for pooling commercial and industrial assessment at both the local and provincial levels and with the Education Amendment Act, 1986 dividing the secondary tax base, its educational priorities may have to be re-assessed and, what has previously been in effect a regional continuing education service, may have to be limited to board's own rate payers.

Organization of the Continuing Education Program

The organization of continuing education concerns the administrative structures set up to plan and manage the program, the units set up to deliver services, and development of curriculum and instructional materials, the supervision of instruction, the provision of student services such as counseling, and the relationship of continuing education in its entirety to adult continuing education, the primary focus of this study.

Administration

The claim that continuing education is institutionalized in City of Suffolk Board of Education implies that the organizational structures that support it are permanent and substantial. This is certainly the case. Administratively, the program is headed by a Superintendent of Continuing Education whose only responsibility is continuing education. Under this individual serve three principals (Francophone, Adult Learning Centre, and Central), a chief supervisor, a marketing coordinator and personnel administrator. Under these administrators are another 20 or so full-time vice-principals, coordinators, supervisors, counselors, and the like. They are supported by numerous part-time supervisors and administrators looking after, especially, night-time and summer school activities. Administrative staff report that the administrative structure has permitted organized growth, controlled costs, and ensured accountability (standards, quality, etc.)

The Adult Learning Centre (ALC) is perhaps the crown jewel of the adult continuing education program. It operates as a daytime school occupying most of a regular high school. The ALC provides academic courses that lead to high school diplomas to 1000 adults each term. Ontario Academic Credits (OAC's) are included in the curriculum. It

will gain its full-time principal in Fall 1987 having operated to date under a vice-principal supervised by the central principal. Its classes operate like regular high school classes, with classroom instruction provided by teachers selected, whenever possible, for their interest and suitability for adult students. A day care service will be provided for children of students on-site beginning Fall 1987. A small number of ABE, ESL and general interest classes are also held at the same location but these are limited due to space restrictions. Student parking is severely restricted.

The Francophone school for adults will also be gaining its own principal in Fall, 1987. It has concentrated on preparation for employment rather than for post-secondary schooling, and offers courses from grade 9 through 12. However, unlike the ALC, the Francophone school is the site for a larger variety of other adult oriented programs. including those for basic literacy and numeracy, citizenship, French as a second language (FSL), general interest courses, and the like. It will share a facility with a French-language vocational school beginning this Fall 1987.

In addition to the two daytime academic programs are the Adult Basic Education (ABE) programs, ESL and FSL, credit night-school and summer school programs. There is a single ABE/ESL Coordinator, assisted by an ESL assistant and an Assistant Literacy Coordinator. The ABE/ESL program operates both at the ALC and in the community in local schools, churches, libraries, and the like. In literacy, a few programs which are funded through the board are operated by other agencies and sometimes staffed by volunteers, who work under the supervision of the various agencies. A number of second language/citizenship parent and preschool programs are operated in cooperation with the Ministry of Citizenship and Culture.

Summer School operates in the traditional mode, staffed on a part-time basis mostly by regular administrators and teachers earning extra stipends for their work. Evening credit schools employ regular staff as part-time administrators but most (55 of 75) teachers are not in the regular daytime employ of the board.

The largest component of the board's ACE program is the non-funded general interest courses, which enrol 30,000 annually. This includes specialized programs for senior citizens. Classes are held during the day, evening and on weekends all year round.

Complementing the entire ACE program is a network of 18 community schools that serve to make local elementary schools the focal point for community activities for both children (music, dance, and the like) and adults (fitness, athletics, and so forth). Many adults learn administrative and decision making skills by sitting on the advisory councils of these schools. The board assigns to each school a half-time Community Liaison Officer to assist the councils in their work.

Instruction

The instructional program is primarily in the hands of the teachers themselves; there is no separate unit designing the instructional program for adults though there is a perceived need for such a service. In the case of academic courses where, in 1986, 12,000 credits were awarded, teachers adapt the day school program under the guidance of part-time subject supervisors. The comparability of a continuing education credit to a day school credit has been a major issue, though, and additional supervisory staff have been added to write curriculum materials. Significant efforts have been made to ensure comparable standards between the Continuing Education courses and regular day school

courses, including the hiring of part-time staff to develop curriculum and provide model course outlines for the teachers.

Student Services

Counselors are provided both in the French and English day time credit school programs; these individuals are responsible for much of the assessment that is needed to place students and to grant them maturity credits for experiences and training they have received elsewhere. Generally, it was felt that services at present were not adequate by day school standards, in that many of the counseling supports such as computerized job counseling services, were not available. As well, many adult students have complex personal problems; many are young women who are single-parents who are having difficult times in their personal lives; others are unemployed youth living away from home, recent immigrants, or women returning to the labour force. The counselors try to work with welfare and social services, but lack the time to be as thorough as they would like. Counselors are also available on a part-time basis in the evening schools. Most adult students do not see counselors individually. When individual counseling is provided at intake, as was done this year with the high risk Grade 9 adult day students, the drop out rate was substantially reduced.

Relationship of CE and ACE

Continuing education serves not only adults but adolescents and children as well. The Superintendent of Continuing Education is responsible, for example, for Driver Education and summer school whose primary clientele are adolescents, and Heritage Language and extracurricular music whose clientele are primarily elementary school pupils. As well, evening school, traditionally viewed as a program for adults, serves adolescents in a major way: depending on the term, up to 50 percent of the students may be regular day school students who are using night school to make-up a course, increase a mark, graduate early, or finish off a last credit or two more conveniently.

At the same time, the regular adolescent day school program serves some adults. An estimated 125 English-language and 10 French-language adults all 21 years of age or older, are enrolled in the regular day school program.

As a general rule, though, there is an attempt to keep ACE separate from the regular program, especially in the daytime. Administrators and teachers are convinced that adults, for the most part, feel awkward about returning to school with adolescents and that their life experiences make them receptive to different sorts of pedagogy and curriculum materials.

Resources

All programs require resources, including staff, materials, facilities and equipment. The allocation of resources occurs through the budgeting process, which includes the estimation of revenues and the planning of expenditures.

The Budget and the Budgeting Process

The adult (secondary panel) continuing education budget in the board is approximately 4.5 million, about 2 percent of the board's total budget. According to an analysis conducted by the board's staff, the budget is allocated as follows: teaching, 70 percent; supervisory and ancillary staff, 21 percent; supplies and services, 9 percent. These represent Level 1 and Level 2 costs (under the schema presented in the literature review) and exclude Level 3 (board level indirect costs).

In 1986 the board provided explicit client subsidies from the local tax base for a number of programs. Senior citizens are charged only $10 per course for general interest courses, a cost to the board of $65,000; an additional subsidy of $32,000 is provided for special senior's classes in consultation with the local Council on Aging. Fees are waived for students in financial difficulty at a cost of $7,000. The French-language program operates with small class sizes and receives a subsidy of $37,000. The extracurricular music program and community school programs receives subsidies of $133,878 and $222,992 respectively. The total board support from the local tax base for adult interest programs in 1986 was $500,000. For provincially funded ACE, it was 2.1 million.

Analysis of per pupil costs (based on "deemed average daily enrolment" computed according to Ministry regulations) for the 1986 calendar year indicated subsidies are also provided most credit and grantable continuing education programs. Counting only Level 1 and Level 2 costs, the board calculates the following costs per pupil: English adult daytime credit program $3,685; French adult daytime credit program,$4,020; English credit night school, $2,240; French credit night school, $2,757; English as a second language (ESL) for adults, $1,988; French as a second language (FSL) for adults, $1,430; English Adult BAsic Education (ABE), $3,246; French Adult Basic Education, $3,766. Driver Education and Summer School per pupil costs are $1,570 and $1,653 respectively. Collective agreements for teacher salaries were in effect for daytime adult credit teachers for all of 1986 and for evening credit teachers from September 1, 1986, and these costs are reflected here.

The budgeting process for allocating funds to continuing education differs from that used for the day school program. Whereas the latter process is based primarily on allocation formulas related to school size and level (e.g., so many support staff per 100 pupils, so much for supplies per 100 pupils), that for continuing education is based on a case by case analysis of need and in many instances board approval of individual items. The difference in procedures is accounted for by the differing nature of the programs, day school being well defined and predictable and continuing education being more variable.

Equipment

Equipment is a problem in the daytime continuing education program, particularly in subjects requiring special facilities such as science, business machines, computer science, and the like. On the other hand, night school, which is taught in regular high schools, has good access to needed equipment.

Supplies, Materials and Books

Perceptions as to the availability of supplies and textbooks were highly variable. Some reported severe shortages and complained about the lack of access to duplication facilities; others reported recent improvement, especially in regards to textbooks. The lack of vociferous comments, such as those made concerning equipment, would suggest supplies are limited but adequate.

Facilities

Appropriate facilities for the daytime adult continuing education has been a continuing problem for both the English and French school. The English-language school has moved several times in the past few years, creating obvious problems for both staff and students. The present site, while attractive in terms of its central location, is not without problems. Parking is in short supply; office space is cramped; teachers have little space for preparation; there is a shortage of proper lab facilities at present; there are no shop facilities for technical studies; the library is inadequate; there is no student study room; and the building is shared with a vocationally oriented high school, most of whose students are adolescent girls. Staff would clearly like to have a building of their own.

In Fall 1987, the French-language school will be moving out of its present facility, constructed as an elementary school, into a shared accommodations with a vocationally oriented secondary school. The new arrangement would provide secondary school facilities and was therefore seen as an improvement.

The question of equal or equitable treatment of continuing education vis a vis day school education was pronounced as facilities were concerned. A history of being relegated to basements, having areas in schools roped off, of having to use separate washrooms, of schools maintaining timetables which restrict access to facilities and the like, was recounted by numerous individuals. While some felt all adults had to do to be equal was to enrol in the day school program which is open to adults, most felt that alternative facilities oriented toward adult needs and the problems faced by adults, even young adults in the late teens and early twenties, were called for. In general, it seemed the board had taken definite steps to achieve this end.

Staff

Of primary concern were the arrangements for teaching staff - contractual agreements, salaries, benefits, credentials, availability, and source. Only secondarily were issues related to administrative and support staff raised.

Teaching Staff

Contractual Arrangements. A teacher's contractual arrangements in the board depends on when and what the teacher teaches. For certificated teachers (i.e., those holding Ontario Teaching Certificates (OTCs) assigned to teach credit course, one of three contracts might apply: the regular day school contract with the Ontario Secondary School Teachers' Federation (OSSTF) and L'Association des Enseignantes et Enseignants Franco-Ontariens (AEFO), the evening school contract with OSSTF and AEFO, or the adult day school contract with OSSTF and AEFO. A teacher involved in more than one of these programs would be employed under all applicable agreements. Teachers in non-credit courses are not covered by a collective agreement.

Salaries. Although the regular day school program was not included within the purview of this study, the contract for regular day school programs is relevant since their employment conditions reflect the standard against which contracts for other teachers tend to be judged. In the City of Suffolk Board of Education, annual salaries as of February 1, 1987, ranged from $23,701 (A1 with no experience) to $47,810 (A4 with 10 years of experience). Assuming a 200 day teaching year and a teaching day including 4 hours of classroom teaching plus 1 1/2 hours of paid preparation and supervision time, these salaries convert to $118.50 and $239.05 per day or $22.22 and $44.82 per hour.

For evening school teachers, the basic salary per credit course as of September 1, 1986, was $2,450 for a teacher who was in the A1 or A2 categories, and $2,600 for one who was in A3 or A4. With experience and training related to adult teaching, these salaries may rise to $2,900 and $3,075 respectively. Assuming 110 hours of instruction per credit courses, the equivalent pay rates are $22.27 and $23.64 at the base level and $26.36 and $27.95 at the upper level. These hourly rates are equivalent to regular day school rates at the bottom of the scale and about 62 percent of the day school rate at the top.

For adult day school teachers, as of January 1987, salaries per credit course ranged in four categories and five steps from $2,600 to $4,350, or $23.60 to $39.54 per hour. These hourly rates are equivalent to 80 per cent of regular day school rates at the bottom of the scale and about 88 per cent of the day school rate at the top. Overall, it was estimated the typical adult day school teacher earned about $25,000 annually, while the typical regular day school teacher earned $40,000.

The comparison of pay rates is not meant to imply acceptance of a position that teaching a course at night school or adult day school is fully equivalent to teaching a course and providing other professional services in a regular day school program. Indeed, interviewees often emphasized that one rarely has disciplinary problems with adults (which made teaching easier), but that adults often have complex personal and psychological needs (which can make teaching them more difficulty). As far as the adult day school contract is concerned, the board is committed to a policy of "pro-rated parity" with the day school contract. Underlying this commitment is the belief that the shorter teaching year (two fifteen week semesters instead of two twenty week semesters), lack of extra-curricular responsibilities, no paid supervision or preparation periods, makes a full-time adult day school teaching position equivalent to less than a full-time day school teaching position. Parity includes many duties other than scheduled instructional time. What this percentage is is not universally agreed to, but several individuals suggested it was on the order of 70 to 75 percent. Thus, "pro-rated" parity would reflect contractual arrangements equal to 70 or 75 percent of the day school contract. The "pay issue" has been long-standing and has affected the morale of some adult day school teachers.

While this view seems widely shared, several persons did note that it seems inconsistent that two teachers, with similar qualifications and experience, could be teaching the same subject in adjacent rooms, both with adults in their class (some registered in continuing education, some in regular day school), but one would receive 25 per cent less pay than the other.

Summer school instructors were not covered by any of the three contracts, but were paid on a schedule similar to that of evening school teachers. Summer school is paid separately from adult day school The adult day school and evening school have summer

sessions which are not part of the collective agreements.

Hourly rates of pay for ESL, FSL, and ABE teachers are at the lower end of the scale paid teachers in credit courses, and range from $13.80 (no continuiing ing education experience, no OTC or equivalent work experience) to $25.60 per hour (OTC or equivalent work experience). Rates include 7 per cent for vacation pay and benefits. Teachers in these programs tend to be university graduates, often with some special training (such as that offered by the Ministry of Culture and Citizenship), but may not hold OTCs.

Teachers in general interest courses tend to be teaching because they enjoy teaching others about their specialties. They are not there because of the money. Rates of pay range in five steps from $13.80 to $25.60 per hour of instruction (including 7% for vacation pay and benefits).

Benefits. For all practical matters, only teachers covered by the regular day school or adult day school contracts have benefits under their contract. Benefits for the latter tend to be pro-rated on the basis of the number of credits taught. For example, someone teaching 2 credits each term gets 44% of their benefits paid.

Teacher Credentials, Availability and Sources. All credit course teachers are credentialed; teachers in adult ESL and FSL, as well as ABE, are selected for their competence by administrators. Most of the latter are university graduates and have experience or have been trained to teach adults. Administrators place considerable emphasis on the individual's empathy with their students and find formal qualifications of secondary value. General interest teachers must draw students to survive; their classes do not run if students do not come. Some of the latter have come to the board wanting to offer a class; some have taught consistently for decades. Many students in general interest courses "take the teacher," coming only if a certain person is teaching. All instructors of adults outside of the adult day schools can receive salary enhancement if they successfully complete a recognized course in adult education.

In general, staff are readily available for all programs. Indeed, administrators generally reported they could be selective. Major difficulties have arisen recently though in staffing advanced math and science courses. Regular teachers are not as interested in teaching night school "for pin money" or "to pay off mortgages" since most are well established and well paid. One problem is the difficulty in predicting adult continuing education enrolment, even in the day program. Some students show up only on the first day of class. Drop-out rates are often high - up to 40 per cent.

Some (20 of 75) evening school teachers are regular day school teachers though, as suggested above, day school teachers are becoming reluctant to teach and others are being hired. A few come from other school boards or the community colleges. Most are women teachers re-entering the profession, recent graduates, or those who have been made redundant. This latter profile also applies to the adult day school. Indeed, a number of teachers have started there and then moved to regular day school when a position opened up. About two-thirds of the adult day school teachers are women.

The counseling needs of returning adult students are the same regardless of whether they enrol in 1, 2 or 3 courses each term, and whether they subsequently drop out. Teachers participate in intake and counseling activities, and in promoting their schools.

Administrative Staff

Full-time administrators are employed by the board and are paid according to the board's regular pay schedules. That is, there is no separate association or pay schedules for full-time continuing education administrators as there is for continuing education teachers. There are, in addition, part-time on-site evening and Saturday administrators, and those responsible for credit courses do come under the evening school collective agreement. The board, has, in recent years, made continuing education a sort of conduit for preparing administrators. It has been one of the few areas of growth within the board and is therefore viewed as a desirable assignment, though the workload is heavy due to lower levels of support staff.

Continuing education support staff, as noted earlier, are assigned according to approved budget allocation rather than formula, as is the case with the day school program. However, because a large number of students may be necessary to generate one full-time equivalent student, often small enrolment belies a large amount of work for administrators and support staff. For example, 50 persons enrolled in a credit course might generate, in the end, only 3.0 FTE (assuming a 40 percent drop out rate and each of the remaining students attending class for 95 hours each; 970 attendance hours are required for one deemed FTE according to Ministry regulations).

Support staff salaries are comparable to other board salaries; that is, again there is not a separate classification for those working in continuing education.

Clientele

The clientele for continuing education, and especially adult continuing education, is extremely varied; generalizations are virtually impossible. Clientele also tend to be program specific; that is, the students in one program tend to be demographically distinct from students in another program. Given this situation, brief sketches are provided of the demographic characteristics - age, gender, background, needs, and resources - of the students in each of the major programs.

Regular Day School

120 adult students aged 21 or over were enrolled in the regular English-language day school program and 10 in the regular French-language day school program in 1986-87. These students took classes along with the adolescent students - no separate classrooms or space was set aside for them. Most took senior academic credits in order to complete high school graduation. Staff indicated these adult students tended to be confident, mature adults.

Adult Day School

The adult day school enrolled about 1,000 adult students each academic term, most taking two or three credit courses each term. Enrolment has increased steadily since 1980 when enrolment averaged about 150 per term. The average age of the student has been declining; initially it was in the mid-30s but is now about 26. Even then, the average is misleading in that students tend to be either recent drop-outs in their late teens or early twenties or older students who have been out of school for some length of time.

Seventy per cent of the students are women. Most are morning students since many

have jobs or family responsibilities. A significant number are bound for community college programs and a few have their sights set on university. The day care service that is provided at modest cost is important to the students as is the new, central location. Many have considerable difficulty in adding school to their other obligations. Drop-out rates are high, on the order of 35 to 40 per cent. Staff have found that students enrolled in two or three credits are less likely to leave than those who are enrolled in just one.

Adult Co-op education enrolled 110 students in 1986. In this program, students earn credit for supervised work experience. At present, only two teachers are involved in this program through continuing education. Adult Co-op education is seen to have great growth potential, as most adults return to school to upgrade their skills and knowledge for work but is very expensive on a per pupil basis as there is no off-setting provincial grant. Its cost is likely to limit its future expansion.

This past term, there were 56 Grade 12 graduates (25 male and 31 female) and 27 Grade 13 graduates (19 male and 8 female). The previous term had a similar number of graduates. There are each year about 120 grade 12 and 50 grade 13 graduates from the adult day schools.

The French-language adult day school has about 200 pupils enrolled in courses up to the grade 12 level. There are insufficient numbers to offer Ontario Academic Credits (OAC) for Grade 13. Most courses are at the general level. The students are predominantly women from the French community who are interested in re-entering the workforce. Particular interest has been show in business courses training individuals as bi-lingual secretaries.

Evening Credit Courses

Evening enrolment tends to be evenly balanced between male and female. Significant numbers are regularly employed but want to complete high school in order to better their opportunities. In addition, many day school students take evening classes in order to make up failed courses, increase low marks, take a course they were not able to get during the day due to course conflicts, or graduate early. Still others, left with just one or two courses, decide to enter the work force and to finish off high school on a part-time basis. Estimates of the total percentage of evening school students who were also day school students varied from 20 per cent to 50 percent depending on the school term. In part, the percentage varies with the term and in part on the willingness of particular day school principals to approve students enrolling in evening classes.

Adult Basic Education

Adult Basic Education is concerned with improving the fundamental literacy and numeracy skills of adults. Typically, students enrolled in ABE would not have the reading and mathematic skills needed to take high school credit courses. Most of the students are native-born Canadians between the ages of 24 and 44. About equal proportions are male and female. Many have been out of the work force or been in unskilled or semi-skilled jobs. Students may be referred to the board by social, religious, or employment agencies, but often a personal crisis (e.g., loss of job) will bring them to school. In 1986, about 1700 students enrolled in ABE programs at 13 sites throughout the community, including many in libraries, church basements, and the like. There has been extensive cooperation with the local literacy coalition. Courses are most often offered during the day and the availability of baby sitting or day care is important.

Since it is not generally provided, many potential clients are unable to attend.

English or French as a Second Language

ESL and FSL for adults is focussed on the immigrant population. About 2,000 students are enrolled in ESL and 75 in FSL. Typically, the students are either recent immigrants who need language skills to become employed or are employed, even professional, individuals who wish to improve their language skills in one or the other official language. Enrolment is evenly divided between men and women. Students come from many different linguistic backgrounds, but about half are now from Asian countries. Most are in the 25 to 50 age group. Parent and preschooler programs are offered in cooperation with the Ministry of Citizenship and Culture. There is referral according to student need between ABE, ESL, credit and college programs.

General Interest Courses

The largest number of class enrolments are in adult general interest courses, which operate for 10 week terms in the fall or winter. Shorter workshops and summer courses are also held. Last year, almost 30,000 course enrolments were recorded. Daytime general interest courses are offered primarily for the benefit of the seniors, who make up 60 per cent of the 10,000 daytime students. The others are generally at home during the day and enrol in recreational courses, including courses in bridge, languages, typing, art and pottery. Ninety-five per cent of these daytime students are women.

Evening general interest courses enrol 20,000 annually; about 60 per cent of these students are women and 40 per cent are men. The students tend to be relatively affluent, the men with annual salaries averaging about $40,000 and the women about $25,000. Many of the courses have a vocational focus and relate to professional o r personal interest - investing, retirement planning, shop work, photography, cooking for singles (where male enrolment exceeds female) and ballroom dancing. Course fees average $2.00 per instructional hour or $40 for the typical class with 10 two-hour sessions. Including central office expenses, the cost of those courses was $3.00 per hour. The board supported the central office costs of the adult interest courses in 1986 by $500,000. The coterminous separate board has agreed to share in the direct client subsidy provided to its own rate payers.

Curriculum

Curriculum issues in continuing education tend to be program specific, although there is one over-riding issue: lack of adequate resources to plan properly. Overall, it was felt that, compared to the regular day school program, there is a lack of attention to developing guidelines and materials for the use of adult students. While a few individuals questioned the difference, say, between "adult" chemistry and "adolescent" chemistry, most felt adaptation of curriculum materials for adult learners was desirable.

Regular Day School

No special adaptation of material or procedures is made for adults enrolled in the regular day school program. Two factors were noted, though, that had curriculum (in the broad sense) implications. First, adults often require disproportionate amounts of counseling time. Usually, they are unfamiliar with school procedures (OSIS, OACs, OSRs, etc.) and graduation requirements. Second, adults have an impact on the classroom and school culture. An adult may not approve of an adolescent's behaviour in school and be far more forthright about correcting the student than another adolescent might be. Specific incidents were related about how an "adult" tone might be set by adults in the classroom. On the other hand, matters such as attendance, punctuality, smoking areas (the student area or the teachers" area?), restrooms (again, the students' or the teachers'?), are more difficult to enforce given adult expectations that they will be treated as adults.

Adult Day School

Two key curriculum issues seemed of concern in the adult day school: adult oriented curriculum materials and the problem of standard. It was felt that much of the high school curriculum material was not relevant to adults (e. g., stories about adolescent activities, math examples that assumed no work experience, etc.). It was felt that course guidelines and texts written with adults in mind would make more effective use of the richness of experience that many adults bring to the classroom.

The issue of standards in credit courses offered in continuing education programs, be they adult day school, summer school, evening school, or the Ministry of Education's Independent Learning Centre, is one which is receiving widespread attention. The City of Suffolk Board of Education had recently increased its efforts to ensure that a credit offered through continuing education is equivalent to that of a regular day school credit. It has increased its supervision of continuing education instructors, monitors the percentage marks given in continuing education courses, ensures similar examination instruments are used in continuing education courses, and monitors the progress of students who continue on in post secondary institutions. The problem of library and study space and of science laboratories has already been noted; the lack of proper facilities is seen to weaken the quality of these course offerings.

There is a conflict between the pedagogical and quality standards issues. Teachers of adults believe more flexibility is needed in teaching adults and that extrinsic motivators (such as formal testing) may be inappropriate. This conflict is not crucial at the two extremes of the adult education spectrum (ABE and OAC's), but seems most apparent in transition courses which may be taken for either personal development or as part of a total academic program are concerned. Board administrators believe that the proper supervision of curriculum content, academic standards and of teachers carries a price which the current level of provincial funding does not cover.

Evening Courses

The question of standards is the major curriculum issue related to evening courses. The question of an appropriate curriculum for adults is less pervasive here since adolescent students are a major part of the clientele these programs serve.

Adult Basic Education

Adult Basic Education is an eclectic field that may be represented by very different types of courses. In the literacy area, one widespread method is based on a tutorial approach using the Laubach method, a highly structured technique developed in the past century that used specific sets of materials. Others prefer a more eclectic assortment of methods. The board cooperates with other groups that operate in the community and acts as the conduit for government funds supporting these. Typically, classes are small and intensive, with instructors selected as much for their empathy with students as for specific knowledge. Being able to connect with the students is often the most important requisite and the need to develop relevant curriculum materials is ongoing.

Though not strictly a curriculum matter, a key issue in ABE is the recruitment process. Outreach into the community is seen as necessary in order to find groups of individuals who could profit from development of basic skills. In this, the notion of empowerment - enabling individuals to take control of their own lives - is fundamental.

ESL/FSL

The need for adult oriented ESL and FSL materials was noted; as with much in the way of school materials, most Canadian material is oriented toward school aged children.

General Interest Courses

Teachers are responsible for their own curricula. They are encouraged to take a 30 hour course in instructional techniques for which the board charges $60. Successfully completing the course or its equivalent entitles instructors to an additional $2 per hour of pay. Their teaching is supervised, but in general the view is taken that students will not stay if a course and teacher fail to meet their expectations.

Summary

The City of Suffolk Board of Education has a large continuing education program with a highly developed administrative infrastructure. Its commitment to this area, while not fully equal to that of its regular day school program, is nevertheless substantial. Support exists from the level of teachers and students to that of trustee.

A recurring issue in the board is that of equity between the regular day school and adult continuing education programs. Yet the English- and French-language adult day schools, with their array of credit courses, form a larger operation than many Ontario high schools serving their respective communities. As well, the ABE, ESL and FSL courses are well integrated into community's support services for individuals with special needs that must be satisfied for them to reach their social and economic potential.

There are skeptics as to the need for the special adult day school and extensive evening and summer programs. With many of the adult day school students being recent school leavers and most evening and summer students also being regular day school students, to them the question is either of inadequate student effort (unable to finish a 5 year program in 7 years) or inadequate regular day school programs (unable to serve the need of the general level student).

The possibility of converting the adult day school into an alternative school within the regular day school program is being considered. There has been considerable discussion as to the grant implications. Under continuing education grants, all Ontario residents enrolling generate provincial funding. Under secondary school grants, only resident pupils receive funding. Thirty-five percent of the students live outside the city and a large proportion of the remainder are separate school rate payers. Ultimately, it is apparent that there are so many uncertainties that suggesting the future path for continuing education in the City of Suffolk Board of Education is exceedingly difficult.

The board's resolve and commitment to adult continuing education may diminish if the matter of sharing costs with other area school boards and of increased provincial funding are not resolved while the board's tax base is being eroded. The $1,900 grant is only 75 percent of the current direct costs, and as teacher collective agreements mature, the cost probably will increase further.

Table A-1: Spreadsheet for Suffolk Board of Education

	A	B	C	D	E	F	G	H	I	J	K
2401		OACE Cost Study - Preliminary Analysis									
2402											
2403	Code y	ABL &N	Ad. Cit. & Lang	Ad ESL	Ad FSL	Ad. Cred. Day	Ad. Cred. Eve	Corres./Self	G.I. Courses	Indirect Cost	Total
2404											
2405	Level 1 Costs										
2406											
2407	Salary & Benefits										
2408	Paid	339889.00		472214.00	24276.00	727403.00	531205.00		645546.00		2740533.00
2409	Volunteer										0.00
2410	Books and Supplies	10116.00		7873.00	404.00	43094.00	15950.00		15304.00		92741.00
2411	Rental										0.00
2412	Contract Services										0.00
2413	Other			250.00	39.00	11384.00	1162.00		6553.00		19388.00
2414											
2415	Total	350005.00	0.00	480337.00	24719.00	781881.00	548317.00	0.00	667403.00	0.00	2852662.00
2416											
2417											
2418	Level 2 Costs									Indirect Costs	
2419											
2420	Admin Staff	26155.00		84462.00	4334.00	53201.00	50064.00		171589.00	376554.00	766349.00
2421	Student Services									175659.00	175659.00
2422	Secretaries	8941.00		52777.00	2711.00	124669.00	56563.00			119488.00	365149.00
2423	Caretakers										0.00
2424	Inservice									5664.00	5664.00
2425	Promotional								83609.00	35032.00	118641.00
2426	Rental										0.00
2427	Travel										0.00
2428	Capital										0.00
2429	Other								25931.00	48326.00	74257.00
2430	Pro-rated Indirect Costs ~~	93336.28	0.00	128092.08	6591.85	208505.20	146220.39	0.00	177977.21		760723.00
2431	~~ Indirect costs pro-rated by Level 1 costs										
2432											
2433	Total	128432.28	0.00	265331.08	13636.85	386375.20	252837.39	0.00	459106.21		1505719.00
2434											
2435	Total Level 1 + 2	478437.28	0.00	745668.08	38355.85	1168256.20	801154.39	0.00	1126509.21		4358381.00
2436											
2437	Level 3 Costs	47843.73	0.00	74566.81	3835.58	116825.62	80115.44	0.00	112650.92		435838.10
2438											
2439	Total Level 1+2+3	526281.01	0.00	820234.89	42191.43	1285081.82	881269.83	0.00	1239160.13		4794219.10
2440											
2441	Revenue										
2442	1986 Prov Grants	N/A									N/A
2443	Local Taxes										0.00
2444	Tuition fees								631122.00		631122.00
2445	Other								4872.00		4872.00
2446											
2447	Total	N/A	0.00	0.00	0.00	0.00	0.00	0.00	635994.00	0.00	N/A
2448											
2449	Net Revenue *	N/A	0.00	-820234.89	-38355.85	-1168256.20	-801154.39	0.00	-608038.13		N/A
2450	* Only Prov. Grants and/or Tuition fees counted as revenue										

	A	B	C	D	E	F	G	H	I	J	K
2451											
2452											
2453											
2454	Enrolment Data										
2455											
2456	Class Enrolment	1701.00		2641.00	208.00	3901.00	4319.00		27486.00		40154.00
2457	No. of Classes	142.00		196.00	15.00	151.00	155.00		1714.00		2373.00
2458	No. pupil hours	131190.00		320220.00	21769.00	268899.00	268106.00				1028184.00
2459	Hrs re Small Classes										0.00
2460	Equiv. deemed A.D.E.	135.25		330.13	22.45	275.18	292.90				1055.89
2461											
2462	Unit Expenditures										
2463	Expenditure per enrollee	281.27	*Error*	282.34	186.19	307.36	185.50	*Error*	40.98		
2464	Expenditure per pupil hour	3.65	*Error*	2.33	1.76	4.38	2.78	*Error*	*Error*		
2465	Expenditure per class (a)	3369.28	*Error*	3804.43	2557.06	7736.80	5168.74	NA	657.24		
2466	Expenditure per deemed ADE	3537.43	*Error*	2258.71	1708.50	4245.73	2735.25	*Error*	*Error*		
2467	Expenditure per ADE - small class	3537.50	*Error*	2258.75	1709.09	4245.83	2697.34				
2468	Level 1 per deemed ADE	2587.84	*Error*	1454.99	1101.07	2841.55	1872.03	*Error*	*Error*		
2469											
2470	Net Rev./Def. per ADE										
2471	1986 Funding	N/A	*Error*	-2484.58	-1708.50	-4245.73	-2735.25	*Error*			
2472	$1900.00 Funding	-1637.43	*Error*	-358.71	191.50	-2345.73	-835.25	*Error*			
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CASE 2: NORTHERN LIGHTS CATHOLIC SCHOOL BOARD

In this board, there are two continuing education (CE) departments, based upon language priorities. The larger is the French section which is known as community schooling or "education permanente" and which reflects the commitment that the French community has to maintaining its culture. The English section has an organizational structure similar to that of the French section but is not the only provider of services to the English-speaking citizenry. While not mutually exclusive - they have the same Director of Education and they permit some students to take courses in the other section, especially in the smaller schools - they essentially are independent from each other. Both the French and the English CE programs are supported by the board because of the common desire to offer instruction in religion but there is concern about financing, especially small, isolated schools, and concern that French culture will maintain the renaissance initiated in the 1970s when community education was perceived to be a mechanism by which "une grande famille" could be serviced.

The board usage of the term "community education" is recognized as having a particular meaning. It is the umbrella for courses in heritage languages, ESL/FSL, General Interest, Driver Education, Rentals to User Groups and Continuing Education (which includes credit courses and the parenting program). For convenience, the term continuing education or CE is used in the following description to describe those course which are not part of regular day school.

Organization of the Continuing Education Programs

The organization of continuing education concerns the administrative structures, the units of instruction, the provision of student services, and the relationship of continuing education to the larger issue of adult continuing education.

At the board level, the director is responsible for liaison with the trustees who determine the policies of the board. These policies contain a vision of providing education to all members of the cultural community at as many levels of service as is possible: religion, physical education, basic literacy skills, academic, and general interest courses.

The French CE section has, at the board office, a part-time superintendent, a coordinator, and a secretary. Other central services such as business and revenue and personnel records are provided by the board. The superintendent is the same person who initiated evening courses in one of the system's schools fifteen years ago; later, he moved to the board office to administer them throughout the board. The coordinator organizes the delivery of night school services in 21 schools; she moved to the board office five years ago after four years of coordinating one of the largest school programs. Both the superintendent and the district coordinator have been active in developing courses which are designated as credit courses. At the school level, there is a coordinator if more than three courses are being offered and there are volunteer committees. These volunteer committees help to raise funds to subsidize the costs of general interest courses and to promote the evening courses within the community; they also help to determine what courses are desired and needed within their respective communities which often are rural.

The English section has developed primarily within the past two years, subsequent to the appointment of a superintendent who has made CE a priority for the English schools. A portion of the salary of the assistant superintendent goes toward CE, who develops curriculum, and a full-time principal coordinates the school-level activities in addition to his regular duties; he is paid an extra stipend for his CE responsibilities. There are classes offered in 12 schools. Heritage language programs include Italian and Ukrainian. Like the French section, the English CE section utilizes central board resources for business and finance and personnel services.

For both the French and English sections, extensive course descriptions and outlines for the night school credit courses have been prepared. Each CE course is usually a 1/4 credit course, representing a portion of a Grade 9,10, 11and 12 credit course (courses are 13 weeks x 3 hours per week = 39 weeks per semester). Additional academic courses had been scheduled for the next Fall term. There are two semesters, fall and winter, with winter having larger enrolments.

Academic and practical content are combined so that both education and training result. The range of course content includes science, mathematics, business office skills, music, law, industrial arts and other topics in accordance with Ministry guidelines for the different subjects.

In addition to this wide range of credit evening courses, which are labelled "Category B" by the district, there are basic literacy skills, FSL, ESL, and heritage languages which are labelled "Category A" by the board. Finally, there are general interest courses, such as jazz, yoga, and needlework, which are labelled "Category C" by the board. Of the three categories, the largest group is Category B while the most rapidly growing area is Category C. The total for all three categories is approximately 10,000 registered students. The board has realized that the adult population consumes administrative time to register and maintain records, and it is also harder on the physical plant than youngsters because of washroom facility usage, additional heating charges, parking and hallway maintenance.

In the small outlying areas, if adult English-speaking students wish to register in a French language course they are encouraged to first enrol at an English Catholic school, if one is nearby, to take a French-language course as a pre-requisite, if necessary. At the smaller English-language schools registration is integrated, when necessary, to maintain adequate enrolment. Day school students are not encouraged to enrol at night school; there are only about 10-15 students in total who have the principal's permission to do so. Finally, there are a few Public School ratepayers who register in CE courses, especially in the outlying areas where there are no other alternatives.

In addition to the three categories mentioned above, the board operates two other programs which are included within a community school framework. One is summer school for French-language students aged 6-15 years. This program, which has a larger FTE than the Fall or Winter night school courses, is offered for the purpose of enrichment, remedial work, or opportunities for specialized populations such as TMR or Handicapped. The second program is the parenting program in the French section. It has grown rapidly from three centres to six since its inception one year ago. Children aged two to four years of age come with their parents for two hours once a week in the morning. The program is child-centered with the parent acting as a resource for the child. For some children, it is their first exposure to French-language books because

family resources are so limited.

In summary, French and English continuing education services in this board are administered independently of one another but are united because of a common religious bond, board policy, access to central board services, and a desire to serve both children and adults in small, isolated communities. There are extensive credit course offerings at the intermediate level and adequate literacy and language programs for adults. For children, there is an extensive summer school; a French pre-school parenting program has been initiated. While there is some crossover between English and French language students and between day and night school students, neither is encouraged but both are permitted if the situation warrants the demand.

Resources

The allocation of resources includes the estimation of revenues and the planning of expenditures, through the budgeting process, for staff, materials, facilities and equipment.

The Ministry decision to allocate $1,900 per Continuing Education student for core courses would result in a loss of 45 per cent of the grant monies as this board was receiving 92 rate of grant under the previous formula. This is a board that is eligible to receive a "French as first language" grant for credit courses according to Section 13 of the Grant Regulations (O Reg 98/87) The loss of monies is a major issue for this board, which must manage both urban and rural schools in a Northern environment and serve both national language groups.

CE usage of equipment and supplies and facilities are not an issue at this board. Since the board policy is a commitment to community education, night school has access to whatever the day school has to offer; whenever possible, the individual school is reimbursed for supplies. Often in the smaller schools, the evening population helps to keep the school open because of the extra community support it generates and because the the facility is used more extensively throughout the term. In the English section, there is a rental agreement based with the centrally-located Catholic girls' school, operated by an order of nuns; a similar arrangement has been negotiated with the boys' school but the demand is not as great as the location is not as convenient.

However, as has been mentioned in the previous section, night school creates additional administrative demands and additional maintenance that is significant. Although salaries are not a current issue, it is anticipated that within five years there will be unionization and increased expenditures for teacher contracts.

One suggestion regarding the funding issue was to establish one price for all three levels of schooling: elementary, secondary, and CE students in Ministry-approved courses. It was estimated that the actual current cost for CE is somewhere between the current elementary and secondary level of funding; rather than having three levels, the situation could be simplified by establishing one unit cost per student. Another consideration is the Northern locale. Winter, isolation, smaller student populations, and a small commercial/industrial tax base are factors this board must consider when attempting to balance revenue and expenditures with the provision of services.

The cost of general interest courses is split 50:50 between tuition fees, which are usually $1 per hour, and monies generated by the activities of the volunteer community school committees. Community school memberships cost $1 to $3 annually. Fund-raising events such as New Year's parties, Spring expositions of student work, and raffles or donations help to generate income which is used to reduce tuition fees.

Community school programs have priority for night school usage of school facilities but, after that, other user groups such as the community college and the YMCA or other non-profit organizations may rent space.

In summary, the $1900 grant per ADE would not be adequate for this board. While community commitment sustains general interest programs and generates political support, the demand for educational upgrading in this population includes intermediate levels of schooling for adults who have lacked previous educational opportunities. The special grant considerations for French-language schooling are an incentive that the English Catholics do not have, but they do not apply to CE students.

Staff

Salaries are determined by board policy and are approximately 50 per cent of the regular rate. Rates for summer school and the fall-winter terms are different. Summer school teachers of credit courses receive $28.00 per contact hour, about 1/1000th of the grid rate (since 200 days time 5 hours per day equals 1,000 hours). Teachers in the fall-winter credit, ESL/FSL and ABE courses receive $17.90 per contact hour if they are deemed qualified (OTC or letter of permission); $14.30 if not qualified. Teachers of general interest courses receive $11.90 per contact hour. A move toward the college level of agreement is anticipated because the rate there is $22 to $28 per hour. The board recently completed negotiations on its first agreement with its occasional teachers in the English section and anticipates that the CE teachers will organize within five years; however, salaries are not an issue at this time.

All OTC teachers have priority in credit programs; many are regular day teachers, priests, supply teachers, new graduates, college instructors, or respected people in the community. Availability of the teachers varies with the community. Some have been teaching the same course for 10 to 15 years and some attract students who travel considerable distances to take their courses. If there is a shortage, the board advertises in the newspapers. There is a lack of funding for teachers in CE for professional development (credit day school teachers do receive such support).

Coordinators at the school level are paid a maximum of $30 per week for the first three courses that run in their schools and $.06 per student per hour for additional courses. The administrative personnel at central board office are regular employees of the board.

Clientele

The adult students who take courses in one of the three designated board categories are usually from an average or low socio-economic background. Most lack high school completion. Many of the seniors lack sufficient language skills to extensively read or write. There are more women than men (70 per cent versus 30 per cent). The women are usually homemakers and want courses such as family studies, visual arts, ceramics, and sewing while the men want primarily industrial arts and physical education.

In the French section, the heritage language programs are primarily Portuguese and Italian; the English section has Italian and Ukrainian. There is a small enrolment in driver education in the French section (which is contracted out) and none in the English.

Although there are other English language providers such as the public school, the college, or the YMCA, they do not offer the same intermediate and high school levels of credit courses, nor are their courses available in outlying areas. The only other French language provider is the Centre des Jeunes which has a intermittent short-term funding basis and which does not attract the same clientele.

Curriculum

Considerable emphasis has been placed on the development of curriculum for the credit programs. In addition to course outlines, there are guidelines for the teachers and standardized examinations. All guidelines have been reviewed by the Ministry. Although students may vary in their desire to acquire accreditation, the development of this curriculum is an attempt to provide the highest possible standard of delivery and there is consideration of the adult status of the students in the content. The popularity of the program speaks for its success; of a total 9,000 FTE French students, there are the equivalent of 400 FTE students in the Continuing Education credit courses, although the actual numbers of students is much higher. In one town of 10,000 people, nearly 700 are enrolled in community education courses.

Total enrolment for adult credit, adult basic literacy, second language programs, heritage language, driver education, and summer school student enrolment for 1986 was 11,820 French and 3,115 English (total: 14,935).

However, little mention is made of preliminary screening or prerequisite skills. Although educational achievement is important, so is an exposure to new ideas and skills. It also appears likely that the community schools are assisting the parish church as a social focus for the French, in particular. The dropout rate in the French section is minimal while in the English sections, it is about 15 to 20 per cent, which is lower than many other boards.

Clearly, the community school concept is serving a group demand and a group need for the French section. The English section is growing, but the sense of mission is not as acute, while the demand for employment-related courses such as computers is greater. The major issue at the board is how to maintain the standards that have been developed and how to meet the demands of their ratepayers for continuing education when the provincial granting situation that supported its particular needs is being reduced.

Table A-2: Spreadsheet for Northern Lights Catholic School Board

	A	B	C	D	E	F	G	H	I	J	K
601		OACE Cost Study - Preliminary Analysis									
602											
603	Code g	ABL &N	Ad. Cit. & Lang	Ad ESL	Ad FSL	Ad. Cred. Day	Ad. Cred. Eve	Corres./Self	G.I. Courses	Indirect Cost	Total
604											
605	Level 1 Costs										
606											
607	Salary & Benefits										
608	Paid	1135.99		544.97			70477.39		4597.88		76756.03
609	Volunteer										0.00
610	Books and Supplies	112.77		54.10			6996.37		456.42		7619.66
611	Rental										0.00
612	Contract Services										0.00
613	Other										0.00
614											
615	Total	1248.76		599.07			77473.76		5054.10		84375.69
616											
617											
618	Level 2 Costs									Indirect Costs	
619											
620	Admin Staff	1117.29		536.00			69317.27		4522.00		75492.56
621	Student Services										0.00
622	Secretaries										0.00
623	Caretakers										0.00
624	Inservice										0.00
625	Promotional	44.40		21.30			2754.60		179.70		3000.00
626	Rental										0.00
627	Travel										0.00
628	Capital										0.00
629	Other	1088.18		522.03			67511.04		4404.17		73525.42
630	Pro-rated Indirect Costs **										0.00
631	** Indirect costs pro-rated by Level 1 costs										
632											
633	Total	2249.87		1079.33			139582.91		9105.87		152017.98
634											
635	Total Level 1 + 2	3498.63		1678.40			217056.67		14159.97		236393.67
636											
637	Level 3 Costs	349.86		167.84			21705.67		1416.00		23639.37
638											
639	Total Level 1+2+3	3848.49		1846.24			238762.34		15575.97		260033.04
640											
641	Revenue										
642	1986 Prov Grants	3412.83		1637.23			211733.70		13812.73		230596.49
643	Local Taxes										
644	Tuition fees										
645	Other										
646											
647	Total	3412.83		1637.23			211733.70		13812.73		230596.49
648											
649	Net Revenue *	-85.80		-41.17			-5322.97		-15575.97		-5449.94
650	* Only Prov. Grants and/or Tuition fees counted as revenue										

	A	B	C	D	E	F	G	H	I	J	K
651											
652											
653											
654	Enrolment Data										
655											
656	Class Enrolment	7.00		13.00			2031.00		160.00		2211.00
657	No. of Classes	7.00		1.00			105.00		12.00		125.00
658	No. pupil hours	156.00		390.00			57956.00		3776.00		58502.00
659	Hrs re Small Classes	780.00		60.00							840.00
660	Equiv. deemed A.D.E.	0.96		0.46			59.75		3.90		65.07
661											
662	Unit Expenditures										
663	Expenditure per enrollee	499.80		129.11			106.87		88.50		
664	Expenditure per pupil hour	22.43		4.30			3.75		0.68		
665	Expenditure per class (a)	499.80		1678.40			2067.21		1180.00		
666	Expenditure per deemed ADE	3644.41		3648.70			3632.75		3630.76		
667	Expenditure per ADE - small class	21754.30		4174.48			3632.84				
668	Level 1 per deemed ADE	1300.79	*Error*	1302.33	*Error*	*Error*	1296.63	*Error*	1295.92		
669											
670	Net Rev./Def. per ADE										
671	1986 Funding	-89.38		-89.50			-89.09				
672	$1900.00 Funding	-1744.41		-1748.70			-1732.75				
673											
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CASE 3: GAMBIER BOARD OF EDUCATION

This board is rebuilding after a reduction of continuing education services subsequent to a teachers' strike seven years ago and the responsibilities of continuing education personnel with regard to the collective agreement remain a concern. In recent years, the board has initiated various ABE literacy and numeracy programs, ESL and heritage language programs, an Alternative School Independent Study (A.S.I.S.) program, and the local jail education program, all of which are administered by the Continuing Education Center; it is also responsible for developing a kindercare program and expanding the summer school program. In addition, there are night school programs in the secondary schools which are administered by the local principal or designate, and there are some adult re-entry employment programs. All programs are expected to be cost- recovery as the trustees do not wish to increase local tax rates to fund continuing education programs. This district is located in an area of high unemployment and generally moderate or low income. The need for continuing education is perceived to be increasing.

Organization of the Continuing Education Program

The superintendent responsible for continuing education is also directly responsible for the extension of French language programs, so the development of the continuing education services, the management of the delivery system, and the coordination of the programs is primarily the role of the administrator of continuing education, who was hired one year ago. This position was originally advertised as being "outside the collective agreement", but OSSTF has successfully grieved its exclusion and the position is now within the collective agreement with a status above department head but below that of principal. The position will be raised to the status of coordinator at the end of the collective agreement in two years.

To rebuild continuing education services for this board, the administrator formulated an action plan which focussed immediately upon the establishment of a Continuing Education Center, including job descriptions, inventory, space allocation, staff training and development, marketing, and program delivery planning. This included the return of the ABE one-on-one adult literacy and numeracy programs from the local College of Applied Arts and Technology; the parents and preschoolers ESL program was also "returned" from the college and has been expanded. (These programs are funded primarily by the province.) Future plans include the development of more night school credit courses and the expansion of employment programs funded by the federal and provincial governments. An adult day school, based upon classrooms in existing secondary schools rather than the allocation of an entire building, is being considered. At present a few adults are integrated into regular day school classes and there are also a few designated classrooms.

Resources

Details of the budget for this board are not available as a completed spreadsheet and questionnaire was not returned. However, in addition to the $1,900 FTE provided by the Ministry for approved courses, there is funding from other provincial ministries for specific programs. Some income is generated by fees charged for general interest courses. For continuing education programs, we were told that the accounting department adds a twenty per cent surcharge for overhead costs.

The Continuing Education Center (CEC) is located on the main floor of an old elementary school; the facility is shared with the administrative staff of the Co-op program. Although it is an old building, the CEC is centrally located and has adequate parking. There is a multicultural center nearby and additional classroom space is available at a secondary school. Equipment for the CEC was received from secondary schools which have closed and include a computer and photocopy machine. Office supplies are not a problem. However, because of the rapid growth during the past year, there is a need for another permanent office staff member; at present, there is an office supervisor, a secretary and a co-op student. There is also a need for space that teachers could use when preparing for classes, and there is a need for a counsellor.

Other continuing education programs are very much part of an outreach approach to education and operate in proxi[illegible] to where the students are located. The ESL program is located in two churches and the Italian Community Centre. There is also an ABE program in the senior's centre. The kinder centre operates at 15 elementary schools for 1 3/4 hours once per week. The youth employment and jail educational programs operate at those sites specific to those students.

Night school programs are largest at three high schools, one of which has a combined enrolment of 1,500 general interest and credit course students. Another high school is in a rural location and utilizes both the town hall and other possible employers for its continuing education and co-op programs. The other high school is French-language and reflects a cultural and community need. The resources (supplies, materials and classrooms) of the day school are utilized for night school programs in all high schools and, sometimes, this causes friction.

Transportation is provided for summer school students, but not during the school year for night school or defined continuing education students.

Considering the brief time that this program has been revitalized, the accomplishments with regard to facilities, staff, and supplies are impressive. However, once the initial growth phase begins to plateau, it is likely that there will be more demands for space, curriculum materials, and other resources, especially in the ABE program.

Staff

Of the continuing education personnel, the administrator of continuing education and the secretary are permanent employees of the board; all other employees are on hourly or annual contracts; the lack of security for those who are effectively working full-time is an issue.

The organization of summer school programs is now the responsibility of the administrator who has hired a co-ordinator. Previously, a principal received a $5,000 supplement for assuming this responsibility. The ESL coordinator works a 35 hour week at $17.41 per hour, plus 4 per cent holiday pay. ESL program leaders are paid at the same rate per contact hour but they work fewer hours. All hold Ontario Teaching Certificates (OTC) or have a letter of authorization from the Ministry; none have job security. There are 25 to 30 volunteers, who assist in the ESL program. They have varying qualifications. The ABE program operates on a one-to-one basis with volunteer tutors and has a teacher, who has an OTC, as the resource person. The program at the jail has an accredited teacher who works 25 hours per week and an ABE tutor. The preschool and parent program leaders hold OTC's; they work one morning per week for twenty-four weeks.

The fourteen secondary schools each have a night school coordinator. Some programs are much more extensive than others. Coordinators receive approximately $1,000 per year and $.06 per head per sessional hour. Night school credit course teachers are paid $25.68 per hour or 1/1000 of the A4 minimum. This salary rate, although mutually agreed upon by both the board and teachers, has been established administratively and is not in the collective agreement.

Teachers of general interest courses are paid between $13.50 and $17.00 per hour. In addition to organizing the night school classes, some co-ordinators also handle the usage of school facilities outside of regularly scheduled school activities. There is a minimal fee charged for the rental of school facilities and preference is given to non-profit, community based groups such as the Girl Guides.

Many of the board's day-time students follow courses developed by the Ministry of Education Independent Learning Center. Local markers are used and are paid $7 per lesson. This board has a higher retention rate for ILC students(40 to 50 per cent) than most registering elsewhere in the province because the CEC secretary makes follow-up phone calls to registered students. There is discussion about whether this is the most cost-effective and educationally-rounded method of teaching this group of students and whether the secretary's role has expanded to one for which a certified teacher is needed.

Because there is a pool of redundant teachers in this district, there is a particular effort to hire OTC teachers. However, it is not always possible to attract people with special qualifications and day-school teachers of credit courses are increasingly reluctant to teach at night in addition to their other responsibilities. Generally, the tendency is to discourage day school students from taking evening credit courses if the students can take the courses during the day. However, if a group of students wishes to take a heritage language course, efforts are made to accommodate them. If the number of students is too small, a school might advertise in an effort to attract sufficient numbers for a small class of at least15 students. The teacher will have either an OTC or a letter of standing. In Driver Education, there is a greater demand for courses than can be provided by OTC teachers who have this particular qualification. The possibility that private companies will fill the void is a concern to some.

The extension of the local separate school system had created a number of significant, or potentially significant, issues. When 14 regular teachers had the opportunity to transfer from the public board to the Catholic board, only one (who could save considerable driving time) chose to do so. However, many of the regular students in the

public board are Catholic and in some English-language schools the enrolment is as high as 50 per cent of the total day school enrolment. The ratio is, of course, even higher in French-language schools. These issues concerning religious education, public education, and the national languages continue to influence the choices people in this district are making with regard to education.

Clientele

This district has a large population of people who have relatively low levels of education and few possibilities of secure full-time employment. The outreach approach to literacy and numeracy, to ESL, and to academic upgrading for those without high school completion appears to be an appropriate response to community needs. In this public board, there are French language schools as well as English language schools and some from non-English or French backgrounds enrol in French language courses. The community also has a large, Catholic school system which offers courses in both the French and English languages. The area has an aging population, declining student enrolment, and one of the highest unemployment rates in the province.

The growth of programs such as ABE and ESL reflect these changes. Enrolment in ABE is two-thirds male. In ESL, which has more preschoolers, parents of preschoolers, the adult male enrolment is approximately one- third. The ratio of men to women in the youth employment program is 3 to 1. The city has a "25/44" program for the employment disadvantaged between the ages of 25 and 44. Referrals from the program are expected to increase. The need for counseling is also expected to increase in response to family stresses created by employment dysfunction. Although heritage language programs are small (12, not 25 students), they also reflect a desire to maintain educational diversity and opportunity.

Some adult students have been integrated well into the regular day school, especially in rural areas and in the French language high school. Most, however, are enroled in practical courses exclusively for adults, but a few are in regular classes such as business education. The ratio of females to males in this area is approximately 3 to 1. The day courses for adult students are not part of the continuing education program, but they may serve as a model for the future. This board is considering an adult day school distributed amongst several secondary school facilities, but does not wish to utilize regular day school funding for continuing education. The issue of access for Catholic school supporters is also unresolved.

Although some regular day school students do take evening courses, they are not encouraged to do so. Usually, this situation occurs when there is insufficient student enrolment in either the day or night school and a combination of both creates sufficient numbers for a class. Sometimes these are students from the Catholic schools who want a course they can't obtain there. Sometimes they are students who need an extra credit but who do not wish to return to regular school on a part-time basis.

Curriculum

For credit courses, the ILC curriculum or regular materials and curriculum from the secondary schools is utilized. Consideration is being given to the development of courses which qualify for partial academic credits.

For ESL students, some TESL materials are used. The staff have also developed special materials for native populations, materials in braille, and have taped books for children. Some curriculum materials have been developed jointly with the Ministry of Citizenship and Culture.

Those who teach adult students in the regular stream have learned that the students want industry-standard equipment, especially computers, and that the students want more one-to-one contact than do the younger students. It seems probable that adult continuing education students attending evening courses have the same needs. However, at present the program is partially developed and these concerns are just emerging.

Preliminary attempts to determine the balance between cost and quality of education have been made since the board initiated a policy with regard to continuing education several years ago. However, many aspects of this area of education will likely remain unclear until decisions regarding financing have been made. Costs appear to be higher than the allocated $1,900 per FTE student, but it is not possible to make estimates due to the lack of information.

Summary

This district reflects a microcosm of many issues in the educational system: a northern location, schools offering courses in the two national languages, strong public and Catholic boards, unemployment problems, a need for adult literacy and numeracy programs, a declining student population, and demands for specialized programs such as heritage languages.

In response to these challenges, the public board has begun to develop a coordinated continuing education program. This includes a rebuilding of the night school program, a return of adult literacy and numeracy programs from the college, and a transfer of ESL programs. It also includes expansion or introduction of such programs as the preschool and parenting, the kindercare, youth employment and re-entry projects and education for inmates in the jail. Some adult students have been accepted as regular day school students. There are discussions regarding the establishment of an adult day school.

Responsibility for development of continuing education programs belongs to an administrator who reports to a superintendent. The board approves of the development of a coordinated continuing education policy provided that it is cost-effective. Within this constraint, there are issues concerning the collective agreement, teacher salaries, and the desire to stimulate professional development and curriculum standards. Given the brief period in which the new policy has been in effect, the accomplishments of the continuing education personnel are impressive.

CASE 4: ST. PATRICK SCHOOL BOARD

In the past three years, the St. Patrick School Board has experienced explosive growth in its adult continuing education program. No single factor explains this phenomena, though it is clear that leadership from senior administration, funding from provincial and federal agencies, and public attention focussed on adult basic education by the international literacy movement have all played two parts in the board's decision to offer day programs and employ full-time administrators. Continued growth in the program is expected, though such growth is threatened by the possibility of reduced funding and increased costs for instructional and other resources.The mission statement of this board reflects a commitment to a Catholic interpretation of how life is to be understood and lived. Therefore, the extension of adult education is a particular challenge. While the Board desires to provide or to supplement services to the community at large, it is reluctant to utilize resources that are dedicated to its primary mission of educating young people if in doing so the ability to carry out that mission is reduced.

Organization of the Continuing Education Program

The organization of continuing education is in a state of flux, as would be expected given the rapid growth of the program. Additional staff have been added in the last several years and more are to be added in the Fall of 1987. It is expected that a period of consolidation will follow.

Administration

The continuing education program is headed by a Superintendent of Education headquartered in the board's central office. Half of this individual's time is officially allocated to the program although, given the long hours he works and his special dedication to continuing education, the program effectively receives more attention. The superintendent is assisted by a Principal of Extension Education, who is responsible for the day-to-day management of the entire 'extension education" program which includes not only continuing education for adults but also heritage language programs, general interest courses, driver education and summer school for both adolescents and adults. Aiding the principal is an administrative assistant whose responsibilities focus on literacy programs offered by the board and on publicizing the entire extension program. This individual also serves, in effect, as a literacy outreach worker since he is head of the local literacy association and was instrumental in the launching of its "literacy hot line". Joining these administrators in the Fall of 1987 will be a staff assistant (i.e. vice-principal), whose task it will be to assist the principal in administering all Extension Education programs.

Complementing the central administration of continuing education are the night and summer school principals, who are generally regular vice-principals or teachers with principal qualifications who take on the extra night school role in addition to their regular positions.

The centrepiece of the board's adult continuing education program is its daytime adult learning centre, housed in a remodeled elementary school located in the heart of the city, which opened on International Literacy Day in 1985. Both credit and non-credit courses are offered in the centre on a continuous intake basis. Formally, the school year at the centre is divided into four terms (fall, winter, spring and summer), each twelve weeks

long. An adult student can begin at any time, however, since course are offered on an individualized basis. The centre is open five days a week from 9:00 a.m. to 12:00 noon, 1:00 to 4:00 p.m., and 6:30 to 9:30 p.m.

Non-credit Adult Basic Education (A.B.E.) and Adult English as a Second Language (Adult E.S.L.) are offered on a tutorial or classroom basis. As with credit courses, students may begin or end their work at any time during the year. That is, a given course for one student may begin in one term and end in another.

In addition to the central adult learning centre, two branch centres have been opened recently in suburban elementary schools. In one case an entire floor is dedicated to adult programs; in the second, four classrooms.

While the adult learning centre activities reflect the thrust of the board's adult continuing education activities, traditional night school has not been ignored. The board offers an array of credit, non-credit, and general interest courses at two of its high schools; courses will begin in a third of the Fall of 1987. Most credit courses are modular, one-quarter or one-half credit courses. Subjects drawn from the day school curriculum include word processing, woodworking, typing, basic bookkeeping, parenting and Grade 13 Italian. General interest courses, which usually have fees of about $1.50 per instructional hour, include courses such as conversational Italian, home maintenance, and driver education (for which the fee, including in-car driving, is $150.) Non-credit grantable courses include special English for adults.

This past year, with a change in Ministry regulations, the board has entered into agreements with other groups offering basic literacy courses. For example, literacy courses offered under the auspices of the local literacy association and public library are funded by government through the board. These grants cover only administrative costs since the courses themselves are offered by volunteer tutors. As well, E.S.L. is offered by the board in a dozen community schools and citizenship courses are available in several locations. Heritage and third-language credit courses, aimed at children and adolescents, round out the board's continuing education instructional program.

Instruction

Credit courses at the adult learning centre are offered using Ontario Ministry of Education Independent Learning Centre materials. Teachers are present in the school normally three hours per day for each course to mark lessons and meet with students. Some course are scheduled only twice per week. A typical student in a course would be expected to meet with the teacher for a period of time each week, though a student could come more or less often if appropriate.

Most A.B.E. and Adult E.S.L. courses are offered as one-on-one tutorials. (Or in a small class of five to ten students.) Teachers are selected on the basis of their empathy for, experience at, or specific training in adult education. It is expected the new staff assistant will be able to monitor instructional performance more closely than the principal has in the past. More extensive professional development activities for teachers are also anticipated.

The night school follows the traditional model, with the night school principal responsible for supervision. As a rule, the teachers have day school experience or are day school teachers who follow day school practices. Since the board has yet to offer

O.A.C.'s through continuing education, except in third languages, the issue of comparability of day and night school courses has not been a focus of attention.

Student Services

Board administrators acknowledge that, in the rush to meet the demand for courses, student services have not been expanded to meet the need. Much of the burden for advising students falls on the teachers or on those who have directed individuals to the board, such as U.I.C., the welfare department, the Provincial government Futures program, and the local community college. The Principal of Extension Education has, in the past, been responsible for assessing "maturity credits" granted to adults to reflect knowledge gained from their life experiences; this responsibility will be shared with the new staff assistant. When special assessments are needed, as in the case of trainable retarded individuals, day school staff are called upon. It is acknowledged that counselors are needed to assist students with employment and personal problems. As well, day care or baby sitting services are needed by some individuals if they are to be students who can devote sufficient time to their studies to make substantial improvement in their literacy skills. Funding limitations preclude provision of counseling services on an organized basis.

Relationship of Continuing Education and Adult Education

For the most part, there seems a clear separation of the two activities in the board. That is, the adult learning centre activities and related A.B.E. and E.S.L. are clearly adult focussed, while the summer school, heritage language, and driver education programs are directed primarily to adolescents. Adult education falls under one person and is not divided between continuing education and day school administrators.

There are cases where the division of programs for adults and youth are not clearly drawn. First, adults may enrol as day school students in high schools as long as the adults are willing to attend classes along with adolescents. Relatively few adults were reported to have taken this route, though several distinctive and successful cases were reported. Second, the night school credit program seems to be directed to both adults and adolescents. Some courses, especially those in third languages, serve adolescents, while most one-quarter credit, all non-credit and all general interest courses are adult oriented. The board has not designated its adult learning centre as a day school for funding purposes; the centre is funded by continuing education grants.

Resources

The rapid growth of the continuing education program has meant that resources have sometimes lagged behind the need. As a general rule, though, the board has increased continuing education resources on as timely a basis as possible so long as the program remained self-funding.

Budget and the Budgeting Process

The adult continuing education expenditures for 1986, including night school and general interest courses, were about $730,000, or one percent of the board's total expenditures. About 66 percent of the total continuing education expenditures (excluding summer school and driver education) was committed to Level 1 expenditures (direct classroom expenses including teachers' salaries), 13 percent to administration, and 31 percent to the balance of Level 2 expenditures. Level 3 expenditures (i.e., board expenses not specifically allocatable to continuing education) are excluded from these figures.

According to board policy, continuing education programs are to be self-supporting. That is, grants and fees should cover all costs. This objective is generally accomplished even after including Level 3 expenditures, estimated at 10 per cent of program costs. The one exception was the adult education centre credit courses following I.L.C. course materials (listed as Correspondence of Self-Study), where expenditures per pupil exceeded costs by about $2,000 dollars per deemed.A.D.E. Estimated 1986 expenditures per program including only Level 1 and Level 2 costs (but with indirect Level 2 costs pro-rated on the basis of program expenditure) were as follows: Adult Basic Literacy and Numeracy, $2,586; Adult Citizenship and Language, $1,434; Adult E.S.L., $2,805; Adult F.S.L., $1,335; Adult Credit Evening Courses, $2,840; and Correspondence/Self-Study, $4,566. Equivalent A.D.E. were not available for general interest course students.

These cost estimates merit cautionary comments. In the case of the education centre students, cost estimates are based on the deemed ADE calculated from the number of students completing lessons rather than assignments; there are 20 assignments per lesson. As a result, deemed ADE understates the number of students being served. The board's budget estimates were based on an estimate of 82.97 deemed ADE (vs. 59.74) and an average cost of $3,288 per deemed ADE. At the other extreme, the low costs reported for Adult Citizenship and Language and Adult ESL are underestimates due to the small sizes of the programs and the inability to separate administrative costs for these programs from those for other programs.

A move to funding level of $1,900 per deemed A.D.E. would have considerable impact. Most programs would move to deficit positions since in 1986 the board received considerably more per deemed A.D.E. Its relatively high rate of grant during 1986, about 83 per cent, meant that it received 83 percent of the secondary grant ceiling (.83 x $3,445 = $2,859) per deemed A.D.E. It is worth noting that the rate of fun ding was expected to decline somewhat for 1987 because of the impact of funding arrangements for the secondary panel in Catholic school boards. The secondary rate of grant for the board for 1987 is estimated at 72 percent, so the funding per deemed A.D.E. will be .72x $3,621 = $2,607.

The budgeting for continuing education is done as part of the regular budgeting cycle with the allocation based on the previous year's budget adjusted on an incremental basis plus any special requests, such as the planned addition of a staff assistant. Formulas are not used to allocate funds for supplies, staff, and the like, as they are for the day school budget.

Equipment

Provision of equipment has been a problem, given the rapid growth in the continuing education program. Some of the problems will no doubt be resolved as specific needs are recognized and dealt with in the budgeting process. As one example, a $14,000 microcomputer with remote terminals has just been purchased to ease the burden of keeping registration and enrolment data. Teachers can expect their particular needs, as for word processing equipment and filing cabinets, to be addressed in the regular course of events.

More difficult to satisfy are equipment needs for offering vocationally oriented courses. The board's high schools are currently weak in this area. The problem is linked with a shortage of certain types of facilities. No immediate resolution of this issue is in sight.

Supplies

Supplies were generally reported as being tight in the adult learning centre; teachers often had to borrow staplers, paper cutters or chalk from one another. One recurring problem concerns textbooks. Often, the number of texts available do not match the number of students; as well, students often fail to return texts that are loaned to them. Also lacking are sufficient instructional materials for language classes. The newness of the adult continuing education program no doubt explains much of this shortfall. Not enough time has elapsed to accumulate the materials veteran teachers are accustomed to having available. At the same time, it is worth noting that whereas a new day school receives special grants for outfitting the school with basic equipment, a library, and so forth, such grants do not exist for a new day time continuing education school.

Facilities

The central adult education facility, located in a converted elementary school, appears adequate. Since classes are often small or tutorial, room sizes are more than ample. At the same time, limitations exist: teachers do not have home rooms to themselves to serve as offices and the space devoted to administrative activities is already overcrowded. The one suburban location is more restrictive, occupying as it does several classrooms in a local elementary school. Space demand in these areas is great, so there is little or no space to spare. Finding additional space is extremely difficult.

Night school classes in regular high schools obviously have the resources of these schools available. Even then, limitations of these schools, particularly in the area of vocational education, restrict the programs that can be offered. it has been suggested that the board purchase and operate a factory for the provision of skills training or integrate with a local business, a notion that is still under discussion.

Community school facilities are readily available and convenient to adult students. Yet, as is the case with all elementary schools, their classrooms, with child-size desks, bathrooms and cloakrooms, are not really appropriate for adults.

One complicating factor, as far as facilities are concerned, is the manner in which the Ministry of Education treats school buildings not used primarily for day school purposes, as with the board's downtown adult learning centre. After an elapsed time of several years, such schools not used for day school purposes are deemed by the Ministry to be closed and disposed of, with payments required to compensate the provincial government for grants that have been made for the schools' construction. Thus, it may cost local

rate payers more to use a facility of "their own" for adult education than to rent space elsewhere: rent paid is an ordinary expense which is grantable. Obviously, changing the status of an adult continuing education school to "day school" status is one cure for the problem. In this board's case, the nature of the delivery of the program using Independent Learning Centre facilities makes such a solution impossible because of student attendance requirements.

Staff

The nature of the contractual relationship between the board and its continuing education teaching staff was on the mind of many during the period the case study was conducted. Only a few days before, the Supreme Court of Canada refused to grant a leave to appeal in a case that involved the contractual status of continuing education teachers in the Ottawa Board of Education. In effect, this refusal meant that the lower court decision stood, a decision that, in effect, said " a teacher is a teacher is a teacher"; that is, all individuals teaching for Ontario school boards come under the relevant provisions of the *Education Act*, the *School Boards and Teachers Collective Negotiations Act*, the *Labour Relations Act*, other Ontario acts and related regulations. The issue was of concern to administrators as well, though their own appointments were not affected.

Teaching Staff

Contractual Arrangements. At the present time, the board's continuing education staff are not organized for the purpose of collective negotiations. On appointment, continuing education teachers receive a letter of appointment from the board. A few days before they were interviewed, all of those teaching credit courses had received special delivery letters dated May 29 from the Director of Education stating that their appointments terminated August 31, 1987. The letters had been sent because the board was concerned that the Supreme Court of Canada's decision, noted above, meant that they were bound by provincial requirements to give notice on or before May 31 to teachers whose contracts were not being renewed for the following year. As the letter explained, the board hoped to employ them in the following year but plans had not yet been finalized.

While no continuing education teachers are presently organized for collective bargaining in the board, some expected it would not be long before such organization took place. Occasional (supply) teachers were already actively discussing such a possibility.

Salaries. Separate salary schedules are used for adult credit and adult basic education. Pay for secondary credit teachers for courses taught using I.L.C. materials as of January 1, 1987 was $18.00 per hour plus 4 per cent vacation pay. Pay is tied to the number of lessons marked per three hour scheduled session; e.g., for Grade 9 and 10 mathematics, 10 lessons are to be marked during the three hour period while 6 lessons are to be marked for Grade 9 and 10 English courses, which are assumed to be more time consuming to mark than are mathematics papers. Additional lessons marked bring supplements of $5.00, $6.00 or $8.00 each depending on the type of lesson. For summer and night school courses, hourly pay is tied to class size: 11 -14, $15.00 per hour; 15 -19, $18.00 per hour; 20 - 24, $20.00 per hour; and 25 or more, $22.00 per hour.

For Adult basic Education, three categories of teachers are used: small class(1-6)/tutoring, $6.00 per hour; non-certified teacher with 7 or more students, $14.00 per hour; and certified experienced teacher with 7 or more students, $18.00 per hour.

General interest teachers are paid $1.00 per instructional hour for each registered student up to a maximum of $15.00 per hour. Heritage language teachers are classified into five levels with pay ranging from $6.00 per hour to $18.00 per hour. A head teacher supervising 2 or more classes receives an additional $2.50 per hour.

Benefits. The only benefits noted for continuing education teachers was the 4 per cent vacation pay which is required for all casual employees under Ontario law.

Teaching Credentials, Availability and Sources. Obtaining sufficient number of teachers is not considered a problem in the board. Teachers are hired for their skills in teaching adults rather than their credentials, but most in continuing education, except those of general interest courses, hold Ontario teaching certificates. The only area where there are difficulties is in hiring night and summer school instructors in science courses.

Most teachers of credit course are women (22 of 25), a number of whom had taught before raising families. They have now returned to the labour force. Though several particularly liked teaching adults, it was acknowledged that higher rates of pay for day school teachers tended to attract teachers away from adult continuing education into day school teaching: the most a continuing education teacher could earn would be in the range of $20,000 to $25,000 per year. It was noted that some custodians earn more. At least one teacher was both a part-time day school teacher and a part-time continuing education teacher.

Administrative and Other Staff

Administrators of the continuing education program are regular school board educational staff, with one exception: the new administrative assistant who is active with the local literacy association. In some sense, his relationship to the others is rather like that of academic staff to business staff in school boards. He has special expertise in the realm of communication with the community and with interested organizations that complement those of the academic staff.

Night and summer school principals, as noted earlier, are day school staff who take on extra responsibility. Pay rates are $2,500 the first year and $3,000 thereafter. These rates are stated in the same schedule as continuing education teacher pay rates and do not form part of the Ontario English Catholic Teachers' Association (OECTA) contract with the board.

Office and custodial staff serving continuing education for the board are regular employees. The fact they work in continuing education has no relationship to their rates of pay.

Clientele

It was often repeated that the region served by the board had 65,000 people who lacked basic literacy and that the area had one of the highest rates of illiteracy in the country. When the expansion of the continuing education program began in earnest several years ago, only a handful of adults were enrolled in literacy classes. As one person noted, either there were a lot of people whose needs were not being met or the statistics were invalid. The statistics, incidentally, were drawn from Statistics Canada data on the number of individuals with less than Grade 9 education. The failure to take into account the ages of the individuals and secular change over the decades (a Grade 8 education was considered more than adequate until well into the 20th century) suggests that there might be a bit of truth in both conclusions. But whatever the situation, the response to the board's continuing education programs speaks for itself. The numbers and characteristics of the students in the various programs are sketched below.

Adult Education Centres

The first, main centre was opened in the Fall of 1985 with the expectation that 60 students would enrol; in fact, 270 were registered in the first week. By the Spring of 1987, 900 students were on the rolls at the three locations. About one-third of the students are in Adult Basic Education (Literacy and Numeracy), one-third are in Adult E.S.L. or Adult F.S.L., and one-third are in credit courses. A few students in the Ministry of Skills Development's Futures program are also enrolled for academic upgrading.

The characteristics of the students differ by program. The 200 to 300 E.S.L. students tend to be newcomers to the country, often from Central and South American nations. They average about 35 years of age and two-thirds are male. The 200 to 300 A.B.E. students are more likely to have been born in Canada and to be people who have employment problems. They average about 35 years of age; about half are male and half are female. The 300 credit course students average around 28 years of age and seek a Grade 12 diploma to help with their job prospects. About two-thirds are women. All students are most likely to have heard of the program from friends, social agencies (e.g., U.I.C.), or from a community college.

The Futures program is operated by the local community college but the board provides academic upgrading. The students tend to be young adults; they are on grants that pay them the minimum wage for 52 weeks. A significant number of these students have had problems with motivation.

One concern expressed by teachers about A.B.E. students was that some of these students were using the program as a form of social support rather than education. Academically, they had already "plateaued" but maintenance of skills, both social and educational, is a priority for people whose employment choices are few. It was noted those in social agencies who had referred these students were nevertheless pleased by their charges in the A.B.E. program.

Other Programs

The growth of continuing education in the board is well reflected in the history of specific programs. A small summer school with just 75 students commenced in 1973; today, summer school enrols about 1,100. Heritage language and community-based E.S.L. for adults and children were added in 1976 and 1977. Night school credit courses at the Grade 9 and 10 levels were first offered in 1980. Third language credit courses were added in 1980. All of these programs were primarily oriented toward elementary school children or adolescents. Their expansion, though, provided the basis, in terms of experience and administrative infrastructure, for launching the adult day school in 1985 and the expansion of community-based E.S.L. and A.B.E. courses.

Statistics on the numbers and characteristics of adults in programs other than those offered through adult education were not available. However, total enrolments for January to December 1986 in night school credit courses totaled 384 in 24 classes; general interest enrolment was 375 in 26 courses. Summer school enrolment that year totalled 1005 in 124 classes, of whom 777 were enrolled in 109 credit classes. If the pattern in this board is similar to that in others, a majority of the students in night school credit and general interest courses would be adults.

Curriculum

At present, the curriculum for credit courses is determined either by the content of the Independent Learning Centre courses or, in the case of night school credit courses, teachers following the day school curriculum materials. The content of non-credit A.B.E. and E.S.L. courses is primarily teacher determined, and they have met to determine a common core program. No adult curriculum development efforts, per se, have been undertaken. General interest course content is left in the hands of the instructors, as is usual, and market forces decide whether a teacher will continue to offer a course.

One contrast between A.B.E. courses sponsored through the board and those through the local literacy council is the eclecticism of the board's approach to literacy instruction. The council endorses and follows the Laubach method of instruction. Developed by Frank C. Laubach (1884-1970), a Congregational missionary from the United States who worked in the Philippines during the early part of this century, the Laubach method entails a highly structured approach to language instruction using specific materials and one-on-one tutorial methods. The workbooks, costing a few dollars each, are sold by Laubach Literacy, Inc. a non-profit foundation headquartered in the United States. The methods is known by its slogan, "Each one Teach one", meaning that each adult who learns to read by the method should volunteer to teach others to read. While the method is seen to work for some, others find it too rigid and the materials lacking in relevance. It is the board's view that its efforts help to provide choices to those learning English.

Summary

The development of the adult continuing education in the St. Patrick Catholic School Board provides a good illustration of the entrepreneurial and fortuitous bases on which adult continuing education programs often seem to be built. If this board did not have the superintendent in charge of continuing education that it has, if it did not receive a high rate of grant during the period in question, if it did not have a centrally located facility available for use, and if it did not respond to opportunities offered for expansion

that had been offered by the literacy association, then it is unlikely the strong program that it has today would have come into being. Perhaps not all these factors were necessary conditions for the development of the adult education centre, but certainly the lack of any one of them would have jeopardized its creation and growth.

Less obvious perhaps, is the importance of the complementary nature of its programs to those offered by others in the area. It chose to offer a program with continuous intake, a form of delivery not provided by the local public board of education. Its literacy course differs from those of the literacy council. Its academic upgrading fills the need of the local community college's Futures program. This pattern is not accidental. Board officials meet regularly with officials from other agencies on forums such as the literacy association and try to coordinate their respective efforts. This is not to say there is no competition among those providing continuing education. To date, though, the competition seems directed at the offering and advertising of valid alternative programs rather than program duplication.

Quite clearly, a change in funding arrangements could radically alter the current situation. Already, as pointed out, funding changes accompanying completion of the Catholic school system has actually penalized the board. Movement to a lower funding level such as $1,900 per pupil would leave it unable to fund most of its offerings. The adult education centre's credit courses would be particularly vulnerable, given their costs. Given current regulations, conversion of this school to a day school, without changing the mode of program delivery, would not be possible. Even suggestions that the province move to pool commercial and residential assessments would mean a lower rate of grant - probably around 60 or 50 percent. Under such a rate of sharing it would be receiving about $2,000 per deemed A.D.E.

Even if no changes were to take place in funding, the question of teacher salaries remains. This board pays lower salaries to its continuing education teachers than do many boards. While such a situation may be justified by the local economic situation (e.g., local cost of living, local wage structure), it must be admitted the provincial grant plan does not currently include recognition of such factors. Currently, this lack of recognition may benefit the board (since its rates of pay are lower than average); in the future, though, if collective agreements result in higher wage scales, the situation may work against the board.

Finally, the growth of adult education services and the recent extension of provincial funding to Catholic high schools has initiated a dialogue which is not yet resolved. The mission statement of the board commits it to delivering educational services within the context of a Catholic philosophy; the Christian ideal is also to extend services to the community at large. However, there is concern that the formative role which education plays in the development of young people is not negatively affected by committing resources to assist adults who need more education. Somehow the ideals around which the school is organized must be reflected in the pragmatic decisions which must be made with regard to what services can be offered. These decisions are not easily made.

Case 5: GLASTONBURY BOARD OF EDUCATION

The night school education of adults has been offered by the Glastonbury Board of Education for over one hundred years but commitment to the concept of continuing education remains a board issue. Although the board offers many diverse programs which fall outside the regular day school responsibilities and although more than 106,000 people take continuing education courses (CE), the board, from the trustees to the students, has an continuing dialogue about where and what are appropriate boundaries for adult and continuing education services. In a city which has always attracted non-English speaking immigrants and adults who have literacy and numeracy problems, it is sometimes difficult to determine and to implement policy; at the other end of the scale, are those who wish to add to their general knowledge in many areas of life, and those whose talents would flourish in an enriched learning environment. This board attempts to offer "something for everyone", but increasingly it is concerned with issues of financial equity.

Organization of the Continuing Education Program

The continuing education department includes the administrative structure, the delivery system for instruction, the provision of student services, and the relationship of continuing education to adult education.

The coordinator of the continuing education department, who is the senior manager, is responsible for the administration of the following programs:

1. Night school, both credit and general interest. This board is unique in that the day principals are also the night principals (O.Reg. 282). They may delegate to staff but they remain the principal of the school. For this service, extra monies are received but not time off. The principals meet each spring for a planning meeting. (This fall, for the first time, they will meet a second time). As a result of these two policies, friction between day users and night users of a school is minimized. Also, there is cooperation between schools with regard to course offerings and teachers. The continuing education department publicizes and promotes courses, disseminates materials and information regarding course content, and takes registrations. In most of the145 schools, there is some category of CE program, but the size of the program varies.

2. English as a Second language. There are two resource centres, approximately 600 classes and about 30,000 students, most of whom are immigrants. The centres are resource centres for curriculum, equipment and materials for the instructors; each centre has an administrative lead instructor who coordinates 12 lead instructors who organize the teachers who teach classes at various community centres, libraries, churches and elementary schools. The two administrative lead instructors report to the adult and continuing education officer of the continuing education department. This board has developed many curriculum and teaching materials for adult learners of English. In addition to these classes, there is an ESL day school of 350 students which is part of the regular stream.

3. French as a Second language. These are non-credit courses which are organized by an assistant administrator in the CE department. The courses include the After Four Primary Program for elementary school children, grades one to three, for which there are 97 instructors; Conversational Adult classes, for which there are 10 instructors; Lunch hour "brown bag" adult classes; and Summer School French classes which include 26 certified teachers, plus 4 lead instructors. Approximately 5,300 students participate. (A few schools have non-credit general interest courses in French that were established earlier and which are not part of the CE administration.)

4. Literacy programs. This area of education has been of increasing importance to the board since the recommendations of an internal report have been implemented as policy. The Adult Basic Education Unit reports to the adult and continuing education officer for CE; it has a permanent staff of 2,and 5 hourly paid staff, including 3 outreach workers. Approximately 100 classes are offered. There are also 6 community-based programs. Enrolment has increased 60 per cent in the past year and it is anticipated that it will continue to rise as more contact is made with illiterate adults in the city. (In addition to the CE programs there is an adult day school which is part of the regular system and which is discussed more fully later.)

5. Summer school. More than 52,000 registrations were received this year for the various programs which include credit courses, elementary enrichment, parenting, seniors, and general interest courses. Heritage language programs are a part of CE summer school, but during the regular school year they are under Modern Languages. (Summer school has a different funding than night school credit, literacy and second language courses, but it is still part of CE.)

6. Parenting. In 22 schools there are programs for parents of pre-school children. Most are inner-city residents who wish to offer their children learning opportunities unavailable at home and who wish to learn about topics such as safety and nutrition. These programs are usually scheduled during the day and operate as drop-in centres that are responsive to the language groups of nearby residents. Parents who attend for basic parenting skills often become ESL or ABE students.

7. Seniors. There is an active seniors program of more than 250 classes at 58 locations in places such as nursing homes, Second Mile Clubs, apartments, residences, and two schools. Activities include general interest topics - crafts, physical fitness, travel, dance, music and creative writing, but the attraction is as much a social and activation program for isolated people as it is intellectual achievement.

8. Saturday AM Third Language Credit program. This is a small, expanding program which grew out of the heritage language program. Third language credit courses are offered in four centres; languages include Chinese, Greek, Japanese, Korean, Serbo-Croation.

9. Saturday AM Classes for students. These are general interest courses designed to encourage students to experience unusual learning

opportunities. For example, classes in architectural development and design, cross-country skiing, auto servicing, and photography are offered. There are approximately 1,000 elementary students and 800 secondary students enrolled. Both children and parents participate in the planning of the classes; only 12 boards in Canada offer similar enrichment programs.

10. After School Activity programs. Elementary students in grades 1 through 8 can attend general interest programs such as music, sports and academic upgrading programs such as ESL and computers in 80 schools. These programs are established by the principal, often in conjunction with the community.

The diversity and size of the listings summarized above reflect the complexity of the coordinator's position. In the central office department, there is additional staff of an adult and continuing education officer, an assistant administrator, a literacy administrator and four clerks. All other CE employees are hourly paid employees. Given this skeletal administrative framework, there is little time for long-range planning. It seems obvious that the program offerings have developed in response to public demands and trustee responses, but the administrative structure reflects the board priority of regular day school reponsibilities.

Although the CE Department is small in terms of administrative structure, four years ago there was only one senior administrator, now there are two. Since expansion continues, especially in the ESL and ABE programs, senior citizen programs, summer school, and in some night school credit classes, it is difficult to "catch up".

The coordinator reports to a superintendent who has 13 different areas to administer (among them are day care, alternative schools, technical and business education). This superintendent reports to the Chief Superintendent of Curriculum and Program; there are two other administrative officers above him and then there are the trustees who have established a sub-committee on CE. Finally, there is a regional board that coordinates reponsibilities for the geographical area. This extensive hierarchy makes the reporting process unwieldy.

Trustees are elected by the ward system so their response to CE tends to be program oriented and related to their constituency. While some areas of CE, especially adult literacy and ESL are general board priorities, CE itself is not generally considered to be a board priority. Since general interest courses attract a better-educated clientele, most public comment is about these courses for which there is a fee. The fee for residents, excepting seniors, is $1.00 per course hour (although the cost to the board is estimated to be more than $2 to $3 depending upon pro-rated overhead costs). The separate school board has agreed to pay the difference ($3 to $1) for resident separate school ratepayers and the full cost for seniors for the 1987/88 school year, but will renegotiate the following year; non-residents are directly charged $3.00 per instructional hour. Non- citizens, e.g. visa students, are charged $6.00 per instructional hour. Although a public relations campaign has been organized to inform the public about the issue, it is far from being resolved.

This additional registration fee is an issue within the board and with the public. Within the board, extra charges are incurred because of the increased expenditure of time for registration, inventory and administration. With the public, it is an issue

because the only contact many taxpayers have with the school system is when they enroll in a night school course for which they must pay a fee.

Another emerging issue is that of teacher's salaries. With such a diverse offering of courses and such a broad pool of teachers, it is difficult to establish one policy. In some areas, an individual who has developed a successful program lacks formal qualifications. In others, there are teachers with OTC qualifications but no experience of teaching adults. In others, there is a shortage of qualified teachers, but access to specific expertise. Some hourly paid people work the equivalent hours of a full-time position, but do not receive the equivalent salary. In the day adult schools, teachers are part of the regular stream and paid as such. The increasing tendency throughout the province of CE teachers to organize into bargaining units is stimulating discussion throughout the board and for the first time there are negotiations with OSSTF for credit night school and summer school courses.

Student services are minimal for most CE students excepting in summer school during which nine counselors are hired. The adult day school has access to the usual board resources but it is not under CE. Some students receive assistance from social agencies or ethnic support groups. Many secondary students in the regular day school hold part-time jobs or wish to upgrade or to complete their credits as quickly as possible; therefore, their enrolment in night school credit courses is increasing. Although these students have access to counseling services during the day, if they are not at school then, they do not utilize this service. As students throughout the province create schedules for themselves which include a mixture of school and work throughout the week, it seems likely that this will ultimately create a demand for an extension of services from day to night.

Finally, there does not appear to be a clear board policy with regard to the relationship between adult and continuing education programs, although each program has specific guidelines and is clear about its mandate. There seems to be agreement that CE is what happens outside of the regular day program and an impression that it is part-time education. In fact many night school students are enrolled as full-time day students and most summer school students are full-time students throughout the fall and winter. Similarly, the programs after school and on Saturday mornings are for students who attend school full-time. It is not possible to determine how many general interest students might be full-time students either at this board or elsewhere.

The adult day school (which is not part of CE) has the function of delivering credit courses to adults aged 18 and over who have been out of school for a minimum of one year. It also accepts night school students who are in regular day school and it operates general interest courses. Day students pay a book deposit which is mostly refundable; night school students must pay full price for all textbooks. Credit students receive a preliminary assessment so they will be placed at the level appropriate for their functional level and the possibility of of dropping out is decreased; other than credit students, night school students are not assessed. Day students have adequate counseling services; night school students have none except an occasional tutorial for those who have math anxiety. Day students have access to the library; night school students have access on a rotational basis of approximately two evenings per month. Day students have the option of continuous intake; night school students enroll in semester courses only. Day school teachers are part of the regular stream and receive increments and benefits accordingly; night school teachers are paid by the hourly rate.

One final illustration of an issue mentioned earlier: registration expenses (because of the differing residency fees) increased by two-thirds because of the extra time it took staff to complete the process.

In summary, the size of this board highlights difficulties that are being experienced by other boards on a much smaller scale. Because this board has so many resources, it can initiate innovative programs; however, its size also creates administrative challenges. Summer school has grown to the point where it is almost a continuation of the regular school year. Night school, in an urban environment, is becoming an extension of day school. Adult students form proportionately more of the total student population and the distinction between part-time and full-time students in credit courses is becoming blurred. The emphasis placed upon adult literacy and English as a second language reflects the history of the board, the present commitment and educational preparation for future populations. The diversity of smaller programs such as the Saturday AM language and general interest courses demonstrate a willingness to assist talented students. Seniors are kept healthier and more active by taking subjects they have always wished. Ratepayers who do not have children in the educational system may benefit from enrolment in general interest courses which have reasonable fees.

An anticipated issue at this board is the awkward registration process created by differing fee rates for ratepayers and non-ratepayers. Emerging issues are teacher's salaries, the provision of services to night school credit students and the increasing proportion of adult students. Perhaps the greatest unrecognized issue is the strength of individual CE programs relative to the weakness of a comprehensive board policy regarding CE generally.

Resources

Equipment, supplies, facilities and staff constitute the resources which are allocated during the budgeting process. In this board, the budget generated for CE from various sources is 6 per cent of a total board budget of $401 million. Revenue is primarily generated from the ratepayers, both residential and commercial and industrial. Provincial government grants, which vary according to program and student fees account for the remaining income.

There are 18 individual budget formulae that have been determined by the regional board. One is specific to continuing adult education and another is specific to summer school. Other formulae which affect continuing education students in night school credit courses are formulae for supplies, furniture, equipment and rentals, plant operations and maintenance. In fact, principals often "blend" their budgets and do not differentiate between day and night school users because the school operations are administered by the same people.

The estimated cost per student hour of continuing adult education for 1986 was: $2.90 for grantable credit courses, $2.89 for grantable non-credit courses, and $3.12 for general interest (non-grantable) courses. The weighted average for boards representing 83 per cent of continuing adult education programs in the region was $3.04, $3.15, $3.18 respectively. It was these figures that were used to determine the additional fee structures for non-ratepayer users.

The total cost of continuing adult education based upon equivalent full- time student was estimated to be $3,038 for grantable credit courses, $3,028 for grantable non-credit courses, and $3,116 for general interest (non-grantable) courses. This estimate was based upon a school year of 196 days x a school day of five hours = 980 student hours. The Ministry grant for evening credit courses, ABE, ESL/FSL and Driver Education was $1,900 per student; with the weighting factor, this figure was adjusted to approximately $1,960.

Probably as a result of the principal involvement, equipment, supplies and facilities are generally considered adequate for the night school credit courses although there is some apprehension when the teachers are not known to the local administration. For schools that are near subways or central locations, the additonal wear and tear by night school users is significant but funding does not take that into account. It is estimated that at least 35,000 additional people per week are using the schools.

There are some program-specific problems. For example, ESL adult users of schools are often uncomfortable in rooms designed for elementary school-aged children. The adult day school lacks sufficient laboratory space. The trend toward adult day users, which is not restricted to the adult day school, creates additional demands for washrooms, study space, and day care. Expanding programs such as the non-credit French, ESL, and seniors would like more resources such as AV equipment, space for teacher and instructors to work, paid assistance for the work done with and by the coordinating community agencies, and time for professional development.

The general impression is that funding is adequate to very good except in growth areas where the demands always exceed the supply. However, there is concern that delays in knowing what the school or program budgets will be for the next year, and a change in the commercial and industrial taxation base could negatively affect the revenue situation. The major change in expenditures is anticipated to be a rationalization of teacher's salaries.

Staff

This board distinguishes between teachers and instructors but both are paid on a basis of instructional or contact hour. Teachers are those who teach credit courses; they usually have OTC certifications, but may be operating on letters of permission. Instructors are those who teach all other courses; they may or may not have OTC qualifications but they do acknowledged expertise in their subject areas.

The rate of pay is two tiered; this includes 3 per cent statutory holiday pay and 4 per cent vacation pay. The rate for credit courses taught at either night school or summer school is $23.63 per hour. All other instructors are paid $21.99 per hour. Lead instructors, who have a job description that includes administrative responsibilities, are paid by an equivalency formula that converts the numbers of locations x the numbers of instructors being supervised x numbers of classes into hours.

Adults who attend the adult day school or any other secondary school during the day are taught by teachers who are part of the regular day school system and who are not part of the continuing education department.

The supply of teachers includes teachers who teach for the board during the day or who teach for other boards in the region during the day, unemployed or occasional teachers. There is more difficulty in obtaining math and science teachers for the advanced credit courses than for the other credit courses. Day teachers who teach night school classes tend to use the same materials as they use during the day so they feel that the standards for the night school courses are high. However, there is limited monitoring, and there is no time allowed to adapt curriculum to the needs of adults so it is difficult to assess whether these standards are uniformly high in all classes.

Because classes are usually small and because the population contains students with a wide variety of backgrounds, discussions, motivation and commitment sometimes exceed the day school classes. Adults will become more easily discouraged than day students if their marks are not high, and some teachers take it upon themselves to telephone students who begin to avoid class; this function is usually performed by the office staff during the day.

General interest courses are often cyclic and their success depends largely upon the enthusiasm and experience that the instructor brings to the classroom. Some begin as early as it is possible and stop only because the caretakers insist upon locking up the building.

ESL and ABE teachers often represent a specific cultural group so the needs of the students are understood well. Second language instructors are encouraged to obtain TESL certification. Initial screening interviews are conducted jointly by the lead instructors and the community agency, but the lack of board policy on evaluation and job descriptions for CE can create a political problem within an ethnic group if the instructor doesn't work out. The non-credit French program recruits university students because it has more difficulty maintaining a pool of instructors.

There are more women teachers and instructors than men in most of the programs. The availability of women who are "at home" for part time employment at unusual hours is greater than men. Since the pay is lower than the regular day school, if an opportunity in the day school becomes available, those who want more security move on although they may enjoy working with adult students. Turnover is high because of the lack of security - this makes inservice training expensive for those programs which offer it (primarily ESL).

Attempts at organizing this group of teachers failed two years ago but it seems only a matter of time until another attempt is initiated. The OSSTF has a letter of understanding to expand the day contract to include night and summer school credit teachers. The board is awaiting Ministry clarification of the status of a third level of contract which would fill the gap between regular day school contract and casual employee. In the interim period, it sent notices to all teachers in CE credit courses so that permanent status could not be claimed.

Collective agreements are negotiated at the regional level so the complexity of assessing seniority is compounded. It is not clear whether day school teachers who teach night school would gain additional seniority or whether experienced night school teachers could displace day school teachers or vice versa. The teaching of adults often requires a different style from youngsters or adolescents and some successful courses or programs might be threatened if this aspect is not acknowledged.

As mentioned earlier, the administrative staff is very small relative to the large numbers of contract and part time teachers, lead instructors and instructors. All personnel in CE appear to work well beyond the usual demands of their position. Perhaps it is because their clientele is usually a needy but enthusiastic group of students.

Clientele

Continuing education students are usually people who want more education. Often they are adults with a wide variety of backgrounds and competencies, but increasingly they are adolescents who are or who have just left the cocoon of traditional secondary schooling. Elementary students whose parents want enriched learning environments and even pre- schoolers and their parents now form part of this clientele. The UNESCO concept of lifelong learning is reflected in the demographics of a large CE department such as this board.

CE students in this large board are, in essence, a sample of Canadian multi-culturalism. The two national languages have precedence as second language programs, but this board has nine official languages and interpreters for each. The CE department has a large second language program because so many adults in the district have immigrated to Canada; as a result of learning one of the national languages, many ethnic groups have asked for third language programs which sustain their heritage. Many of the adult students may be well-educated in their first language but are handicapped in this society because of a lack of English language skills. Citizenship courses are also provided.

In addition, the growth of the ABE student population reflects the board emphasis upon adult literacy. One in five Canadians is estimated to lack basic literacy and numeracy skills. This board is successfully and increasingly reaching out to these people.

Students in ESL and ABE classes come from all walks of life - housewives, retired, shift workers, unemployed. They come from all over the world - Central America, Burma, Thailand, Philippines, India, China, Korea and Europe. More than 45 nations are represented at the adult day school - many have a low socio-economic status. Others are advanced students at university who have switched programs and who need pre-requistes. The average age is 27.

In the seniors programs, most of the people are individuals who have retired and who are now using their leisure time to upgrade or to learn about a topic that has always interested them. Most grew up in Canada during the Depression years or were isolated in small towns and didn't have educational opportunities.

School-aged children who are motivated to explore subject areas beyond that which can be provided during day school form the population of most summer school programs and some of the after hours programs. Increasingly some secondary day school students are utilizing night school courses to upgrade marks, to take courses that were not scheduled at a convenient time in day school, or to earn extra credits. As many as 60 to 70 per cent of the night school students are in this category - some take a course two or three times. There is a concern about this trend because the additional benefits from

attending day school - clubs, sports, and other activities are not available at night. The composition of night classes is more multi- cultural than in the day. It is doubtful that legislation would reverse this trend but the individualization of the educational process to this degree places an emphasis upon obtaining credits, perhaps to the detriment of other desirable educational objectives.

Adults who wish to expand their knowledge in general interest areas are willing to pay for courses which the board subsidizes. Most of these people are middle-class working professionals, skilled workers, or self-employed. They are price-conscious and time-conscious.

Although this board is known for its innovative programming, one area in which there is not sufficient emphasis is in women's programs. While women form a majority in some programs, there is a lack of child care facilities and few courses specifically for women.

The city is so large that other providers are not an issue. College programs may overlap in general subject areas but not in specific certifications. University general interest courses are often more expensive and in less accessible locations, so they attract a different clientele. Community agencies act as affiliate organizations in areas such as ESL.

In brief, the clientele reflects the school district. While board priority is clearly the education of school-aged children, a declining population, there are educational opportunities for all. In most programs, the student does not pay a fee. However, non-resident students and non-ratepayer residents are asked, either directly or through their school boards, to pay differential costs between the fee charged for a course and the actual cost of operation.

Curriculum

The CE department is placed within the curriculum division so there is an emphasis upon developing appropriate materials. In particular, the ESL and ABE programs have been leaders in creating materials for their student populations. In credit courses, materials can be adapted from similar day classes but there is no periodic monitoring. In areas where enrolment and attendance is voluntary such as general interest courses, it is often the teacher or the instructor who determines the success of the course. When students feel they are getting what they want out of a course, they enroll and they attend. If the course does not meet expectations, they do not. In fact, there are few cancellations.

Liaison within the curriculum division is particularly good with some departments such as the Language Study Centre (for ABE and ESL materials) and Early Childhood Education (for summer school kindergarten and parenting programs) but this contact is not sustained throughout the division.

Summary

In this large urban board, continuing education services have grown "like Topsy". Often initiated in response to requests from residents and trustees, the programs reflect the diversity of an urban population and urban needs. throughout the board, others are smaller and more experimental.

Because CE is perceived as part-time and an add-on to the regular day school responsibilities, the administrative structure is not as substantial as that of day school. While there are many efforts to attain and to maintain a high standard of delivery, the status of the extensive part-time staff makes the commitment a personal one, rather than a procedure and the permanent staff is over-extended. However, rationalizing CE services is a very complex procedure. Issues such as general interest course fee structures, teacher and instructor certification and salaries, and changes in the projected tax base are not easily nor quickly resolved. Individual programs have strong support and specific strengths, but a lack of a comprehensive board policy with regard to CE makes this a difficult area of education to administer. While responsive to changing community needs and demands for education, CE is handicapped by its lack of status, not just at this board but in many. A growing awareness that education is lifelong learning in a changing society is drawing attention to how continuing education services are being provided and what these services cost. Long- range planning is necessary but must be accomplished without the loss of personal investment that now makes CE such a distinctive area of education.

Table A-4: Spreadsheet for Glastonbury Board of Education

	A	B	C	D	E	F	G	H	I	J	K
4001		OACE Cost Study - Preliminary Analysis									
4002											
4003	Code oo	ABL &N	Ad. Cit. & Lang	Ad ESL	Ad FSL	Ad. Cred. Day	Ad. Cred. Eve	Corres./Self	G.I. Courses	Indirect Cost	Total
4004											
4005	Level 1 Costs										
4006											
4007	Salary & Benefits										
4008	Paid	254528.00	192273.00	2417304.00			1081421.00		1963879.00		5909405.00
4009	Volunteer	v168537	v16839	v232264							0.00
4010	Books and Supplies	34000.00		241350.00			261000.00		160650.00		697000.00
4011	Rental										0.00
4012	Contract Services	115000.00									115000.00
4013	Other										0.00
4014											
4015	Total	403528.00	192273.00	2658654.00	0.00	0.00	1342421.00	0.00	2124529.00	0.00	6721405.00
4016											
4017											
4018	Level 2 Costs									Indirect Costs	
4019											
4020	Admin Staff	104303.00	16320.00	225270.00			116465.00		336367.00	184900.00	983625.00
4021	Student Services										0.00
4022	Secretaries	11600.00	8479.00	123381.00			53504.00		107008.00		303972.00
4023	Caretakers		40320.00	556759.00			287730.00		830934.00		1715743.00
4024	Inservice	5000.00									5000.00
4025	Promotional	15000.00	3995.00	55165.00			28509.00		82331.00		185000.00
4026	Rental										0.00
4027	Travel										0.00
4028	Capital	30000.00									30000.00
4029	Other		2996.00	41368.00			21379.00		61740.00		127483.00
4030	Pro-rated Indirect Costs --	11100.70	5289.26	73137.26	0.00	0.00	36928.83	0.00	58443.94		184900.00
4031	-- Indirect costs pro-rated by Level 1 costs										
4032											
4033	Total	177003.70	77399.26	1075080.26	0.00	0.00	544515.83	0.00	1476823.94		3350823.00
4034											
4035	Total Level 1 + 2	580531.70	269672.26	3733734.26	0.00	0.00	1886936.83	0.00	3601352.94		10072228.00
4036											
4037	Level 3 Costs	58053.17	26967.23	373373.43	0.00	0.00	188693.68	0.00	360135.29		1007222.80
4038											
4039	Total Level 1+2+3	638584.87	296639.49	4107107.68	0.00	0.00	2075630.52	0.00	3961488.24		11079450.80
4040											
4041	Revenue										
4042	1988 Prov Grants	48105.00	34855.00	457854.00			404633.00				945447.00
4043	Local Taxes										0.00
4044	Tuition fees										0.00
4045	Other										0.00
4046											
4047	Total	48105.00	34855.00	457854.00	0.00	0.00	404633.00	0.00	0.00	0.00	945447.00
4048											
4049	Net Revenue *	-532426.70	-234817.26	##########	0.00	0.00	-1482303.83	0.00	-3961488.24		-5525428.08
4050	* Only Prov. Grants and/or Tuition fees counted as revenue										

	A	B	C	D	E	F	G	H	I	J	K
4051											
4052											
4053											
4054	**Enrolment Data**										
4055											
4056	Class Enrolment	1980.00	2181.00	18021.00			17401.00				39583.00
4057	No. of Classes	205.00	147.00	1129.00			698.00				2179.00
4058	No. pupil hours	137828.00	105242.00	1450977.00			749789.00		1503807.00		2443816.00
4059	Hrs re Small Classes	26806.00	14037.00	117693.00							158536.00
4060	Equiv. deemed A.D.E.	169.73	122.98	1617.19			772.96		1550.32		4233.18
4061											
4062	**Unit Expenditures**										
4063	Expenditure per enrollee	293.20	123.65	207.19	*Error*	*Error*	108.44	*Error*	*Error*		
4064	Expenditure per pupil hour	4.21	2.56	2.57	*Error*	*Error*	2.52	*Error*	0.44		
4065	Expenditure per class (a)	2831.86	1834.51	3307.12	*Error*	*Error*	2703.35	NA	*Error*		
4066	Expenditure per deemed ADE	3420.32	2192.81	2308.78	*Error*	*Error*	2441.18	*Error*	2322.97		
4067	Expenditure per ADE - small class	4085.64	2485.53	2496.06	*Error*	*Error*	2441.19				
4068	Level 1 per deemed ADE	2377.47	1563.45	1644.00	*Error*	*Error*	1736.73	*Error*	1370.38		
4069											
4070	**Net Rev./Def. per ADE**										
4071	1986 Funding	-3136.90	-1909.39	-2025.66	*Error*	*Error*	-1917.70	*Error*			
4072	$1900.00 Funding	-1520.32	-292.81	-408.78	*Error*	*Error*	-541.18	*Error*			
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CASE 6: THE CARRINGTON BOARD OF EDUCATION: A CONFIRMATORY CASE STUDY

The case study of the continuing education program in the Carrington Board of Education differed from the others in that it was conducted after completion of the cross-case analysis of the first five case studies. Though the initial reason for this timing was related to difficulties in scheduling all case studies in May and June, 1987, the situation lent itself for testing inferences drawn from prior work.

In most regards, our approach to the board was similar to the other: initial contact with the director of education, appointment of a contact person, scheduling of a visit, and interviews with trustees, administrators, teachers and students. However, interview questioning was altered so that interviewees were asked to confirm or disconfirm statements made by the interviewers. By way of example, it was suggested to senior administrators that staff in charge of continuing education had lower classifications than parallel positions in the day school program, a situation we had found to a degree in all other boards. In previous interviews, we had simply asked how these individuals were classified.

The confirmatory approach facilitated the validation of inferences drawn in the cross-case analysis and identification of unique characteristics of continuing education in the Carrington Board of Education, characteristics that were contrary to what we had found elsewhere or which supplemented the basic profile of continuing education programs we had observed.

The following description of continuing education in the Carrington Board of Education parallels the other case studies, though note is made of unexpected differences. It is fair to say, though, that in most cases its program reflected the pattern found in other boards.

Organization of Continuing Education

Administration

The associate superintendent for curriculum and special services is assigned continuing education as part of his portfolio; it is one of dozen different areas for which he holds formal responsibility. Direct responsibility for management of the program falls to the supervisor of continuing education. Also in the "supervisor" category are subject area (e.g., mathematics, English) supervisors responsible for area program development, implementation, and evaluation in the board. Supervisors would normally be considered staff personnel; their rate of pay is almost that of principals.

There are a number of different sub-programs within continuing education. The coordinator of community and volunteer services is primarily responsible, among other things, for the operation of daytime continuing education offerings for adults, including credit, non-credit grantable, and general interest courses. The coordinator's position is in many ways similar to that of a principal, including program planning, selection of staff, working with students, and operating out of one building and overseeing shared-use facilities. The incumbent does not hold principal's certification, though, and the rate of pay is less than that of principal. Because government regulations require that a

principal be responsible for some aspects of credit programs, such as the granting of maturity credits, the adult daytime credit program is linked to a high school whose principal officially certifies maturity credits, earned credits, and the like. This individual does not receive extra remuneration for the task. Interviews with credit students, incidentally, indicated that they are primarily dependent upon their teachers for advice, with the coordinator providing extra support. They seemed low awareness of the formal connection between their school and a regular high school and its principal.

Both the supervisor and the coordinator are members of the appropriate teachers' federation (Ontario Secondary School Teachers' Federation). Senior administration of the board has considered creating a position of principal of continuing education, but the change has not received support from the school trustees, though trustees are generally viewed as supportive of adult and continuing education.

Supporting the full-time administrators are part-time administrators. Evening school supervisors are normally regular teachers who are paid a stipend in the $3,000 range to coordinate and manage night school (credit, non-credit grantable, and general interest) in a given secondary school. They are officially responsible to the regular school principal, who receives a modest stipend in the $400 range.

The structure of the administration of adult and continuing education in the Carrington Board of Education confirmed our expectation that the administrative roles would be classified at lower levels than were comparable positions in the day school program. The unsuccessful move to create a principal of continuing education confirmed there is some disquiet about the situation, though we didnot observe dissatisfaction among incumbents about the current situation. We suspect this situation may be explained by the generally positive atmosphere that surrounds their work combined with the recency of some of the actions to expand program offerings.

Instruction

The program of adult and continuing education instruction in the board includes credit courses in the day and evening both during the school year and summer, at two (soon to be three) adult learning centres using Independent Learning Centre materials, dedicated classes for adults in regular day schools, and encouragement of the enrolment of adults in regular day school classes. The latter two options operate through the day school program and do not fall under continuing education.

Non-credit grantable courses, including day and evening Adult Basic Education and Adult English as a Second Language, are offered in the evening, in community schools and community settings, and in the adult learning centres. General interest courses are offered in evening schools, in one of the adult learning centres, community schools, specified elementary schools and one secondary school location during the day. A Saturday computer course for adults began in Fall 1987.

In the past, apprenticeship programs, operated in conjunction with local manufacturing companies, have occupied a significant place in evening school programs. With the decline in manufacturing jobs, this program has declined though about 200 students are still enrolled. Perhaps reflecting the change, early morning day school courses for businesses are being offered in some schools.

In addition, there are a number of continuing education programs for children or

adolescents: English as a second language for youth who plan to enter regular day school programs, heritage languages offered through local ethnic associations, a summer skill program, and a Saturday computer course.

The evening school program dates back to the Depression; the general interest courses were a post-war phenomena. ESL and adult basic education have been offered in some form for over a decade, but significant growth had taken place in the past five years. The dedicated classes for adults and encouragement of adult enrolment in regular classes have more than doubled in past three years and the adult learning centres have been in operation just one year.

While growth in the adult programs is primarily ascribed to community interests and needs, perhaps created by the 1982 recession that hit this community very hard and by increased immigration from non-English speaking nations, it is apparent that the extension of funding for secondary purposes to separate school boards and declining enrolments in the secondary panel are also significant factors. The local separate board has been innovative and expansionary in the adult education field, a fact recognized and admitted by Carrington Board officials and trustees. Yet, the focus of the separate board on credit work at the basic and general levels of Grades 9 to 12 provided the public board with an opportunity to offer a program that would emphasize advanced level courses, including OACs. Declining secondary enrolments opened many classrooms for alternative uses and smaller classes at the higher grades meant there were empty seats to be filled; hence the advantage of enrolling adults in local high schools. Such an arrangement provides ease of access, something a central, dedicated day school for adults might not do. As skeptics, we suggested that such a program also fills spaces in schools that the expanding Catholic board might covet; information provided indicates that the enrolment decline has been so great as to leave sufficient space to accommodate the needs of both adults and separate school supporters.

The type of programs offered by the Carrington Board of Education were for the most part as expected -- adult learning centres, ABE, Adult ESL, evening and day classes. Unanticipated, however, was the magnitude of adult enrolment in regular day school, whether in regular classes or adult dedicated classes. Other boards we visited emphasized either an all-adult day school, an all-adult daytime continuing education school with class instruction, or an adult learning centre using ILC materials. We cannot discern specifically why this is the case, but comments suggested rather strong leadership from day school principals made expansion of the role of secondary schools the preferred option rather than the placement of adult education into a separate domain.

Student Services

Student services for continuing education students are minimal. While some guidance is provided during the admissions process, it is expected that central services can be called upon if needed. Students indicated that they relied upon their teachers, in general, or their career education teacher in particular, for suggestions about career opportunities, and the like. As well, health and social agencies can be called upon for assistance.

Supplementary services, such as day care and transportation, are not provided for continuing education programs. Day care is available in one regular day school which offers classes for adults; it was noted, though, that few adults attending the school make use of it.

The situation confirmed our expectation, based on the other case studies, that student services would be extremely limited for continuing education students.

Relationship of Continuing Education and Adult Continuing Education

The 1986-87 annual report of the Continuing Education Department begins with the following statement. "One of the rapidly growing areas of education today is continuing education, better known to many as adult education. However, adults are not the only ones now served through continuing education as can be seen by an enrolment of 1,850 elementary children in our Heritage Language Program; by our Summer School Program with over 2,000 high school students; by our Summer Skill School with 600 elementary students; and by our Community Schools ...."

This explanation suggests that the definition of continuing education has been broadened from "adult education". At the same time, as noted earlier, day school programs for adolescents have been broadened to include adults integrated in the regular program or educated in separate classes. One can interpret these changes in several ways: (1) the distinction between continuing education and adult continuing education is ambiguous; (2) education is offered on a continuum from young children to mature adults, both in day school and in continuing education; (3) there is no distinction between the two. In any case, it is clear that "adult education" does not operate as a distinct program.

Our own expectation and interpretation is that the relationships among continuing education, adult continuing education, and adult education in day school programs are ambiguous, a situation we had expected based on our observations elsewhere.

Resources

Budget and the Budgeting Process

Budgeting for continuing education is routine incremental budgeting except when new programs or administrative positions are proposed. In these latter cases, the rationale and cost of the proposal are carefully prepared at the administrative level and carefully scrutinized by the board of trustees. As a rule, trustees are supportive of continuing education but do not wish it to be funded by local ratepayers. If they are satisfied that a program will operate on a cost recovery basis, aside from possible start-up funds, then the program will normally be approved. Once it is approved, there is no regular review by the trustees aside from the annual budgeting process, Though special reviews may be requested and carried out.

Recently, the trustees have approved the setting up of adult learning centres under continuing education: For the first year, the centres operated at a $ 200,000 loss after grants are taken into consideration in part due to high start-up costs. In this case, they were convinced of the need in the community and, perhaps, expected more favourable funding in the future. At about the same time, though, they decided not to appoint a principal for continuing education.

The budgeting situation paralleled that found elsewhere, with the use of incremental budgeting, a lack of formula allocations, and special requests required for any supplemental expenses. Unexpected, though, was the frank admission of the subsidy of

the adult learning centre. The only other subsidies in other boards had been in the form of reduced fees for general interest courses for low income or elderly residents.

Equipment

Equipment practices paralleled those for supplies. The only limitation noted was the access to the use of computers for adults enrolled in day school programs. To meet demand, fully equipped computer classrooms dedicated to adult use appeared desireable.

Again, the practices were as expected, though again results, as measured by satisfaction of those involved, seemed better than that observed in most, if not all, other cases.

Supplies

The job description for the evening school supervisor notes, "While it is expected that the regular school supplies be used, the Supervisor may forward a 'Supplies and Equipment Requisition' for items to be paid for from the small Evening School supplies budget in the office of the Supervisor of Continuing Education". By all reports, this system seemed to work satisfactorily, in part because of close coordination between school principals and their evening school supervisors. However, the small size of the supply budget, at $1714 per school, was judged too small by some.

The coordinator responsible for the adult learning centre and students of the centre acknowledged no problems with supplies or equipment. One student contrasted the situation with that she had experienced at an adult centre operated by the local Catholic school board.

The dependence on regular school supplies, in the case of evening schools, was as expected, though problems seemed to be less than in other boards following this practice. The new adult learning centre seemed have been granted adequate start-up funds, an unusual situation.

Facilities

The major adult learning centre is located in a small, closed school built originally for trainable retarded pupils. The small classroom and intimate atmosphere make it ideal for adult instruction, especially using a tutorial or semi-tutorial mode. For some classes, though, staff would prefer that larger classrooms be available. Another limitation is its lack of labs for teaching some physics, chemistry or biology, an important limitation given the emphasis planned on offering courses through Grade 13. Ministry regulations regarding the use of closed day schools discourage the placement of the learning centre in a secondary school.

Enrolment decline in regular secondary schools has allowed the creation of a number of dedicated adult classrooms in most of these schools. In a few cases, demand has outstripped supply and waiting lists exist, but overall the situation is good. The board has rejected, to date, the idea of a dedicated adult day school for adults. Principals have preferred adapting their schools to meet adult needs, in at least one case setting up an adult lounge where smoking is allowed. One school principal is committed to reducing the day school-evening school distinction, believing secondary schools should operate from 7:30 a.m. to 10:00 p.m., with appropriate courses (credit, non-credit grantable, general interest, adult dedicated credit) as needed.

In one sense, the situation was as expected, with courses offered in regular secondary schools having adequate facilities and with those in the adult learning centre having limited facilities, in terms of laboratories. This situation had been noted in four other locations. However, the degree of adult-adolescent program integration in regular day schools was exceptional. While adult programs elsewhere were primarily concerned of "continuing education", it seemed that in this board the regular line administrators, principals especially, are committed to a broadened role for local secondary schools.

Staff

Nature of Contract

With the exception of full-time administrators, continuing education staff are not members of a collective bargaining unit. Pay rates are set administratively by the board. This situation is changing, though. In light of recent court cases concerning the status of continuing education staff under provincial law, the board voluntarily arranged a vote among continuing education staff on the question of collective bargaining. As the majority voted in favour, the board will soon begin bargaining with the continuing education staff. The bargaining unit will include adult learning centre, evening school, and summer teachers of credit courses.

The contractual arrangements were as anticipated, including the move into collective bargaining.

Salaries

For 1986-87, daytime teachers holding Ontario Teachers' Certificates are paid at a rate of $20.36 per hour. Experienced non-certificated teachers are paid at a rate of $17.82 and inexperienced non-certificated teachers at a rate of $16.55. Summer skill teachers are paid less.

Evening school rates are the same as daytime rates. Evening supervisors receive $3,119, assistant supervisors receive $2,801, principals of secondary schools with evening programs $382. Summer school teachers are paid about $3,100 per credit course; summer school principals are paid two-thirds of this amount, about $2,100.

Full-time administrators were all members of OTF and paid according to their respective collective agreements.

Rates of pay were similar to those elsewhere, albeit on the low side. Adult learning centre teachers are paid an hourly basis not tied directly to the number of lessons marked, as is the usual approach when Independent Learning Centre materials are used since grants are based on lessons marked. Reportedly, a full-time teacher at the adult learning centre could earn on the order of $27,000 per year, somewhat above the norm in other boards due to the workload arrangement (based on 6 hours per day, 5 days per week, 46 weeks per year).

Benefits

Benefits for teaching staff and part-time administrators included only the four per cent vacation pay required by law, the same arrangement that was noted at other locations where pay rates were set administratively. One can expect this to change with collective bargaining. Full-time administrators received a full schedule of benefits under their collective agreement.

Credentials, Availability and Sources

Other than those teaching general interest courses, most continuing education staff are certificated teachers. Evening and summer school teachers are for the most part day school teachers. Some teachers from the local Catholic school board are also employed and a few recent graduates from teachers' colleges have been recruited.

Overall, there has been no problem finding qualified staff. The two exceptions to this rule have been with mathematics and science credit courses and the summer skill elementary program. Given that most day school staff have top seniority and relatively high marginal tax rates, the $20 rate of pay provides little incentive, though inclusion of evening school pay for pension purposes has reduced the problem.

The situation reported in the Carrington Board of Education was, as expected, reflecting the same pattern noted elsewhere.

Clientele

Number of Students

For 1986-87, the board reported the following enrolments: evening school, 7,580, forty per cent of whom were enrolled in credit courses; summer credit, 2,220; ESL, 1,201; Adult Literacy and Numeracy, 326. Currently, the adult learning centre enrols about 400 per term students for credit courses, 400 for general interest courses, and 100 for adult basic education. The major growth has been in the enrolment of adults attending regular secondary schools; numbers increased from two dozen a year ago to about 900 today. In several schools, adults compose about 20 per cent of the enrolment.

The pattern of enrolment in this board depart from the pattern elsewhere in two ways. First, the day school enrolment of adults is considerable higher. Second, adult basic education courses have relatively low enrolments. In most other urban boards, they exceed ESL programs. It may be that the program offered by the Catholic board in the area attracts a disproportionate share of the potential enrolment in this program area.

Ages and Backgrounds

Ages and backgrounds of students paralleled patterns noted elsewhere. ABE students were normally in the 25 to 45 range; adult ESL between 20 and 55, excluding adolescent immigrants who planned to enter regular day school programs after improving their English; adult daytime credit between 20 and 55, but averaging in their late 20s; evening school credit between 15 and 55, with almost half teenagers also enrolled in day school courses; and general interest from 15 to 60.

In all programs, the majority of students are women. Those in ABE daytime classes

tend to be working but wish to improve their reading and writing abilities. Students are screened at entrance to ensure proper placement.

Curriculum

Curriculum Content

The content of adult credit courses is related to mode of instruction. Adult learning centre courses follow the materials of the Independent Learning Centre of the Ministry of Education. Evening, day school and summer courses follow the board's usual curriculum guidelines. No formal development of adult oriented curriculum appears to take place.

Instructional methods, on the other hand, are adapted to adult tastes. The tutorial assistance given with ILC materials in the adult learning centre is well suited for adult students. Adults in day schools are allowed certain adult "privileges" -- library study as opposed to group work with other students, flexible arrangements for attendance, and the like. That is, the adults are treated like adults. One side effect of this practice, reported by a number of individuals, is more adult-like behaviour on the part of adolescent fellow-students.

Again, the findings confirmed the inferences made from the other studies. Little or no funds and resources are committed to developing adult materials; if this is done, it is done by the teacher in question. At the same time, teaching styles change to reflect the teaching of voluntary, as opposed to compulsory, students.

History and Future

Continuing education in the Carrington Board of Education began during the Depression when evening credit courses were first offered. General interest and apprenticeship courses figure prominently in the post-war period. An emphasis on adult basic education and adult English as a second language is much more recent, a decade or less, though precursors were evident in some evening school courses meant to assist those with learning deficits. The adult learning centre and the drive to enrol adults in regular day schools are very recent actions that reflect the direction of policy development in the board.

The changing character of secondary schools was more evident here than in any of the other boards visited. A breakdown between the separation of adolescents and adults, reflected in the usual distinction between day school and evening school, is evident. Half of the evening school students are adolescents improving their marks, taking courses to round out their programs, or students employed part-time who take courses when they can. Up to 20 per cent of the day school students enrolled in secondary schools are adults, some beginning classes as early as 7:30 a.m. The move to collective bargaining by continuing education teachers further reduces the differential status of day and night school but may substantially increase the cost of continuing education.

Though it may not be board policy at present, the direction of the boards actions seem clear. Sub-programs are created to meet particular needs or learning styles, the line between day school and evening school is blurred, and principals work to integrate their

day and night schools.

Summary

For the most part, the confirmatory case study provided the confirmation of the inferences drawn from the cross-case analysis, as expected. At the same time, because many aspects of the adult and continuing education programs were as expected, unanticipated differences were salient: the high level of adult day school enrolment, the increasing integration between day and night school, and the better than average level of supplies.

The validation of earlier conclusions leads to a greater degree of confidence in those conclusions, such as the relatively low job classifications of those working in continuing education relative to the day school program, the low levels of student services provided continuing education students, and the low salaries paid to continuing education staff not engaged in full-time administration. Whether the inference drawn from this final case study, that the ambiguity between continuing education and adult education reflects not a stage in the development of distinct adult education programs but a major reconceptualization of the role of the traditional secondary school into one of an institution that provides appropriate services to diverse clientele over the age of 13, remains to be tested. This reinterpretation, if correct, has major implications for the funding of education since it implies the complete removal of the distinction between education -- and continuing education.

	A	B	C	D	E	F	G	H	I	J	K
1401		OACE Cost Study - Preliminary Analysis									
1402											
1403	Code >	ABL &N	Ad. Cit. & Lang	Ad ESL	Ad FSL	Ad. Cred. Day	Ad. Cred. Eve	Corres./Self	G.I. Courses	Indirect Cost	Total
1404											
1405	Level 1 Costs										
1406											
1407	Salary & Benefits										
1408	Paid	48041.00		158149.00			385378.00		336040.00		927608.00
1409	Volunteer										0.00
1410	Books and Supplies	939.00		4049.00			17463.00	5640.00	27715.00		55806.00
1411	Rental						1582.00		3311.00		5193.00
1412	Contract Services										0.00
1413	Other						1178.00		33057.00		34235.00
1414											
1415	Total	48980.00	0.00	162198.00	0.00	0.00	405901.00	5640.00	400123.00	0.00	1022842.00
1416											
1417											
1418	Level 2 Costs									Indirect Costs	
1419											
1420	Admin Staff										0.00
1421	Student Services										0.00
1422	Secretaries										0.00
1423	Caretakers										0.00
1424	Inservice									685.00	685.00
1425	Promotional										0.00
1426	Rental										0.00
1427	Travel									1012.00	1012.00
1428	Capital									4795.00	4795.00
1429	Other							42551.00		132873.00	175424.00
1430	Pro-rated Indirect Costs ~~	6673.66	0.00	22099.92	0.00	0.00	55305.11	768.47	54517.85		139365.00
1431	~~ Indirect costs pro-rated by Level 1 costs										
1432											
1433	Total	6673.66	0.00	22099.92	0.00	0.00	55305.11	43319.47	54517.85		181916.00
1434											
1435	Total Level 1 + 2	55653.66	0.00	184297.92	0.00	0.00	461206.11	48959.47	454640.85		1204758.00
1436											
1437	Level 3 Costs	5565.37	0.00	18429.79	0.00	0.00	46120.61	4895.95	45484.08		120475.80
1438											
1439	Total Level 1+2+3	61219.02	0.00	202727.71	0.00	0.00	507326.72	53855.41	500104.93		1325233.80
1440											
1441	Revenue										
1442	1986 Prov Grants	33630.00		184355.00			233402.00				451387.00
1443	Local Taxes										0.00
1444	Tuition fees								219573.00		219573.00
1445	Other										0.00
1446											
1447	Total	33630.00	0.00	184355.00	0.00	0.00	233402.00	0.00	219573.00	0.00	670960.00
1448											
1449	Net Revenue *	-22023.66	0.00	57.08	0.00	0.00	-227804.11	-53855.41	-280531.93		-303626.10
1450	* Only Prov. Grants and/or Tuition fees counted as revenue										

Table A-5: Spreadsheet for Carrington Board of Education

	A	B	C	D	E	F	G	H	I	J	K
1451											
1452											
1453											
1454	Enrolment Data										
1455											
1456	Class Enrolment	193.00		553.00			3171.00		3310.00		7227.00
1457	No. of Classes	19.00		26.00			159.00		253.00		457.00
1458	No. pupil hours	21683.00		152657.00			200884.00		248281.00		375224.00
1459	Hrs re Small Classes	7265.00		6102.00							13367.00
1460	Equiv. deemed A.D.E.	29.84		163.58			207.10	0.33			400.85
1461											
1462	Unit Expenditures										
1463	Expenditure per enrollee	288.36	*Error*	339.27	*Error*	*Error*	145.45	*Error*	137.36		
1464	Expenditure per pupil hour	2.57	*Error*	1.21	*Error*	*Error*	2.30	*Error*	0.33		
1465	Expenditure per class (a)	2929.14	*Error*	7088.38	*Error*	*Error*	2900.67	NA	1797.00		
1466	Expenditure per deemed ADE	1865.07	*Error*	1126.65	*Error*	*Error*	2226.97	148362.02	*Error*		
1467	Expenditure per ADE - small class	2489.69	*Error*	1171.05	*Error*	*Error*	2227.01				
1468	Level 1 per deemed ADE	1641.42	*Error*	991.55	*Error*	*Error*	1959.93	17090.91	*Error*		
1469											
1470	Net Rev./Def. per ADE										
1471	1988 Funding	-738.08	*Error*	0.35	*Error*	*Error*	-1099.97	-183198.22			
1472	$1900.00 Funding	34.93	*Error*	773.35	*Error*	*Error*	-326.97	-146462.02			
1473											
1474											
1475											
1476											
1477											
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1500											

Appendix B

Questionnaires and Interview Guides

The Ontario Association of Education Administrative Officials
L'Association ontarienne des agents de l'administration scolaire

Suite 12-208 252 Bloor Street West, Toronto, Ontario M5S 1V5. Telephone (416) 925-3276

President: Donald C. Follett
President-Elect: Clifton Whitfield
Past President: Arnold J. Krever
Executive Director: John W. Boich

RECEIVED
MAY 19 1987
DIRECTOR OF EDUCATION

May 12, 1987

OFFICE OF THE
MAY 15 1987
DIRECTOR OF EDUCATION

TO: Directors of Education

FROM: John Boich, Executive Director

RE: Cost of Adult Continuing Education in Ontario School Boards

I am enclosing a questionnaire concerned with 1986 continuing education expenditures in your school board. I would appreciate its completion and return to OAEAO by June 15, 1987. This questionnaire is the heart of a study being conducted by OAEAO at the request of the Minister of Education who is providing funding. I expect the results of this investigation will be of major importance in deciding the level and type of funding the Government will provide for continuing education programs offered by school boards.

To facilitate completion of the questionnaire, the following steps are suggested:

- involve individuals from both your school business office and continuing education staff in the process
- if your school board's financial data are not available on the program-by-program basis as requested, report your data according to your school board's approach; indicate on the questionnaire what this approach is.

If you have any questions regarding the questionnaire, please contact Steve Lawton in OISE's Department of Educational Administration (416) 923-6641, ext. 2421. Dr. Lawton is working with an OAEAO Ad Hoc Committee on the project. The committee includes Tom Matsushita (Lincoln County Board), Paul Black (Hamilton-Wentworth RCSS), Lorne Rachlis (Ottawa Board), Peter Moffat (Brant County Board), Charles Taylor (Toronto Board), Jack Webber (York Region Board), Jacques Lachapelle (Sudbury District RCSS) and Jane Dobell (OACE Task Force on the Impact of Bill 30).

Thank you for your cooperation on this important project.

Sincerely,

John Boich

John W. Boich

/asgs

OAEAO 1987

COST OF CONTINUING EDUCATION IN ONTARIO SCHOOL BOARDS

ABSTRACT

The Ministry of Education has commissioned the Ontario Association of Educative Officials (OAEAO) to conduct a study of the costs of adult oriented continuing education programs. The study, as explained by the Minister of Education in speaking to the House, "will help to determine the grant for each full-time equivalent pupil after 1987" enrolled in adult basic education, including English or French as a second language, citizenship and language instruction and adult basic literacy and numeracy, and correspondence courses. Excluded from the study are Heritage Language programs, which are restricted to day school students. Summer school and driver education have been included, though, in view of the 1987 Grant Regulations which fund these programs in the same manner as adult continuing education.

The present regulations concerning the funding of adult continuing education were developed in response to concerns raised about the effects of Bill 30. They provide funding for credit and other grantable adult continuing education courses at a rate of $1900 per full time equivalent student or at the rate determined by the 1986 Grant Regulations, whichever is higher. The latter option is scheduled to end August 31, 1987, and it is indicated that the $1900 figure will be reviewed for 1988.

The present study includes two phases. First, questionnaires concerned with actual 1986 costs are being sent to all school boards in the province. Boards with both French and English sections are receiving questionnaires in both languages, with costs for the appropriate section to be recorded on the questionnaire in that section's language. Second, a series of in-depth case studies will be conducted in four to six boards.

The questionnaire has three parts. Part One concerns enrolment and financial data that will provide a costing of continuing education. In most cases, data may be copied from forms being submitted to the Ministry, such as Forms 36-1906, 36-2073, and 36-2141. Part Two concerns supplementary information about continuing education programs, with special emphasis on current and future salary costs. Part Three concerns present and future developments in continuing education.

It is recognized that some boards do not presently have adult continuing education programs. It is important to obtain information for the study on the potential for programs in these boards. Relevant questions appear in Parts Two (#3, #4, #5, #6, and #7) and Three (#1 and # 3) of the questionnaire.

Copies of the complete study will be submitted before August 31, 1987 to the Ministry of Education and the Ontario Association for Continuing Education Task Force on Bill 30. For more information, contact Dr. Steve Lawton,(416) 923-6641 Ext. 2421, who is assisting OAEAO with this study.

COST OF CONTINUING EDUCATION IN ONTARIO SCHOOL BOARDS

Directions: Please complete and return to OAEAO ACE Cost Study, OAEAO, Suite 12-208, 252 Bloor St. W., Toronto, Ontario, M5S 1V5 by June 15, 1987. Please use the English-language questionnaire to record expenditures for the board's English-language section and the French-language version for the French-language section, if applicable.

Part 1: Costing of Continuing Education Program

In the table that follows, please provide descriptive statistics, expenditures, and revenues for the 1986 calendar year in the categories listed. Much of the data can be copied from forms being submitted to the Ministry of Education, including Forms 36-1906, 36-2073, and 36-2141. Expenditures are to be reported in one of three levels, which are defined as follows:

Level 1 costs are those directly associated with classroom expenditures for specific programs. Expenditures for the items indicated should be provided for each of the programs listed in the column headings.

Level 2 costs are administrative costs directly associated with specific programs or associated with administration of the the adult education program itself, but not the board as a whole. Where possible, expenditures for various items should be listed for the particular programs for which they apply (direct program administration costs); if this is not possible or if they apply to the entire continuing education program (indirect program administration costs), they should be listed at the far right of the table under "indirect costs". Do not pro-rate administrative costs to specific programs by means of formulas (e.g., according to program enrolment). However, staff salaries may be apportioned among programs if staff positions are budgeted using fractional full-time equivalents (FTEs); e.g., .5 FTE for administering program A and .5 FTE for administering program B.

Level 3 costs are fixed costs that are associated with the administration of the entire system but exclude Level 1 and 2 costs for both the day school and continuing education programs. A method for calculating these costs is provided on page 4.

Footnotes to items in following table.

1. For Enrolment, report enrolment at 4th session.

2. Report number of pupil hours, not grant pupil hours.

3. Cost volunteer time at the hourly rate of part-time instructors in non-credit courses.

4. Level 2 costs not directly associated with the administration of a specific program should be listed as indirect costs at the far right of the table. Do not pro-rate administrative costs to programs on the basis of a formula tied to enrolment, expenditures or the like.

5. Report Number of Pupils in Register(s) for Enrolment, and No. of Lessons Marked for No. of Pupil Hours.

6. Report board data for General Interest Courses in a manner that parallels that used for grantable non-credit courses, including what the Deemed A.D.E. would be.

7. Report data for Summer Session for Credit and Driver Education separately from data on adult continuing education programs.

	Program Description							Totals
	Adult Basic Lit. & Num.	Ad. Citizenship & Lang. Courses	Ad. English as Sec. Lang.	Ad. French as a Second Language	Ad. Credit Courses Daytime	Ad. Credit Courses Evening	Correspondence/ Self-Study[5]	General Interest Courses[6]	
Class Enrolment[1]									
No. of Classes									
No. pupil hours[2]									
Hrs re Small Classes									
Equiv. deemed A.D.E.									
Level 1 costs									
Direct Classroom Costs									
Sal. and Benefits									
Paid									
Volunteer[3]									
Books & Supplies									
Rental									
Contract. Services									
Other									
Total									
Level 2 costs[4]									
Direct Administrative Costs									
Admin. Staff									
Student Services									
Secretaries									
Caretakers									
Inservice									
Promotional									
Rental									
Travel									
Capital									
Other									
Total									
Revenue									
1986 Prov. Grants									
Local taxes									
Tuition fees									
Other									
Total									

	Program Description	
	Summer School for Credit[7]	Driver Education
Class enrolment		
No. of classes		
No. pupil hours		
Hrs. re small class		
Equiv. deemed A.D.E		
Level 1 costs	Direct Classroom Costs	
Sal. and Benefits		
Paid		
Volunteer[1]		
Books & Supplies		
Rental		
Contract. Service		
Other		
Total		

Level 2 costs[2]	Direct Administrative Costs		Indirect Costs
Admin. Staff			
Student Services			
Secretaries			
Caretakers			
Inservice			
Promotional			
Rental			
Travel			
Capital			
Other			
Total			

	Revenue	
1986 Prov. Grants		
Local taxes		
Tuition fees		
Other		
Total		

Level 3 costs: Please calculate your board's fixed costs that cannot be assigned specifically to either the day school or continuing education programs. Using the definitions in the Uniform Code of Accounts, these costs are defined for the purposes of this study as the sum of all expenditures for business administration, general administration, computer services, physical plant operation or maintenance minus any expenditures from these categories listed in Level 1 and Level 2 in the preceding table. Note: Boards with French- and English- language sections please report the full amount on the questionnaire of the section representing the majority of the school board's enrolment.

Business Administration _____

General Adminstration _____

Computer Services _____

Plant Operation _____

Plant Maintenance _____

Sub-total (1) _____

Expenditures from above already counted in Levels 1 and 2 (2) _____

Level 3 expenditures (1-2) _____

Part 2: Supplementary Information

1. a. How many male and female adults were registered in regular day school programs in 1986? Male:_____ Female:_____

b. How many male and female adults were registered in each of the following adult continuing education programs in 1986?

	Program	Male	Female
i.	Adult Basic Literacy and Num.	____	____
ii.	Ad. Citiz. and Language	____	____
iii.	Adult ESL	____	____
iv.	Adult FSL	____	____
v.	Daytime Adult Credit	____	____
vi.	Evening Adult Credit	____	____
vii.	Correspondence/Self-Study	____	____
viii.	General Interest	____	____

2. a. In how many of your board's schools does your board offer a daytime continuing education program for adults? _____

b. What percentage of the space at each of the facilities in which daytime continuing education programs for adults operate is devoted to continuing education?

1. ____% 2. ____% 3. ____% 4. ____% 5. ____%

c. If the costs of operating the facilities referred to in 2.b. are available, please indicate the total cost for each of the facilities.

1. $_____ 2. $_____ 3. $_____ 4. $_____ 5. $____

3. What other groups in your school board's geographic area, other than school boards, offer adult continuing education?

	YMCA	YWCA	CAAT	Univ.	Churches	Parks & Rec.	Other
Ad. Basic Literacy	____	____	____	____	____	____	____
Cit. and Language	____	____	____	____	____	____	____
Ad. ESL	____	____	____	____	____	____	____
Ad. FSL	____	____	____	____	____	____	____
Gen. Int.	____	____	____	____	____	____	____
Other	____	____	____	____	____	____	____

4. What are the identities of the "other providers" (last column in question 3) that offer adult continuing education in your area?

1. _____ 2. _____ 3._____

4. _____ 5. _____ 6._____

7. _____ 8. _____ 9._____

5. What types of "other programs" (last row in question 4) are offered by the various providers in your area?

1. _____ 2. _____ 3._____

4. _____ 5. _____ 6._____

Comment:

6. In 1982, the province terminated financial assistance for general interest courses as part of continuing education programs. As a result, many boards experienced a decline in enrolment in such programs. To provide an indication of the long term impact of this policy change, please indicate the enrolment change in your board's general interest courses between 1982 to 1986.

Percentage Decrease — Percentage Increase

-100 -90 -80 -70 -60 -50 -40 -30 -20 -10 0 10 20 30 40 50

Comments:

7. a. Are there continuing education programs available in your board that are specifically designed for handicapped adult students?

Yes No

Comments:

b. For adults formerly enrolled in special education programs, specifically?

Yes No

Comments:

c. For native peoples, specifically?

Yes No

Comments:

8. a. What were continuing education teachers who held Ontario teaching certification paid per hour or course during the period September to December, 1986 (daytime and night) and summer school 1986 for each of the following programs and types of delivery:

	Credit	Non-credit grantable		Gen. Int.
		ESL/FSL & Citiz.	Ad. Basic Lit.&Num.	
Daytime adult	_____	_____	_____	_____
Night school	_____	_____	_____	_____
Summer school	_____	_____	_____	_____

b. What were continuing education teachers who did not hold Ontario teaching certification paid per hour or course during the same time periods?

	Credit	Non-credit grantable		Gen. Int.
		ESL/FSL & Citiz.	Ad. Basic Lit.&Num.	
Daytime adult	_____	_____	_____	_____
Night school	_____	_____	_____	_____
Summer school	_____	_____	_____	_____

c. Do rates of pay relate to experience and qualifications, apart from differential rates for certificated and non-certificated staff? Please explain.

Yes No

—

d. Are the rates of pay for teachers of credit, adult basic education, or general interest courses related by formula to the salary grids of regular day school teachers? If so, how? For example, are they part of negotiated collective agreements?

i. Credit course instructors:

ii. Adult Basic Education:

iii. ESL/FSL and Citizenship

iv. General Interest Courses:

Comments:

e. Are higher rates of pay or special bonuses offered night school or summer school teachers in areas where teachers are in short supply, such as physics or senior math? Please explain and provide examples.

Yes No

f. What qualifications are required for ESF/FSL course instructors for adults?

9. Please forward copies of appropriate brochures, catalogues, annual reports, fee schedules, and the like describing your continuing education program.

Part 3: Problems, Successes and Policy

1. Please indicate the problems that affect your provision of adult continuing education (e.g., lack of adequate equipment, shortage of teachers, etc.) Indicate their relative importance (1 = most important). Which are short term and which are long term in nature?

Problem	Rank	Short/Long Term
a.	____	Short Long
b.	____	Short Long
c.	____	Short Long
d.	____	Short Long
e.	____	Short Long

2. Please list any outstanding or innovative aspects of your continuing education program. Copies of any supplemental material you may have on this topic would be appreciated.

3. Please make further comments on the reverse.

Name of school board:_____ Date:_____

Person completing questionnaire:_____

Thank you for your assistance. Please return the completed questionnaire by June 15, 1987 to:

OAEAO ACE Cost Study
OAEAO
Suite 12-208
252 Bloor Street West
Toronto, Ontario
M5S 1V5

NOTE AUX :Directeurs de l'enseignement
DE : John Boich, directeur général OAEAO
DATE : 19 mai 1987
OBJET : FRAIS D'EDUCATION PERMANENTE DES CONSEILS SCOLAIRES EN ONTARIO

Vous trouverez ci-joint un questionnaire sur les frais d'éducation permanente engagés par les conseils scolaires en 1986. Je vous serais reconnaissant de bien vouloir le remplir et le retourner à l'Ontario Association of Education Administrative Officials (OAEAO) avant le 15 juin. Ce questionnaire est l'élément principal d'une étude effectuée par l'OAEAO à la demande du ministre de l'Education. Cette étude est financée par le ministère de l'Education. Je crois que les résultats de cette enquête joueront un rôle très important lorsque le gouvernement devra décider quel niveau et quel genre de financement il accordera aux conseils scolaires pour leurs programmes d'éducation permanente.

Si vous désirez obtenir des précisions sur le questionnaire, veuillez contacter M. Steve Lawton au Département d'administration scolaire de l'IEPO : (416) 923-6641, poste 2421. M. Lawton fait partie du comité ad hoc de l'OAEAO pour ce projet. Les autres membres du comité sont Tom Matsushita (Conseil scolaire du comté de Lincoln), Paul Blake (Conseil des écoles séparées catholiques de Hamilton-Wentworth), Lorne Rachlis (Conseil scolaire d'Ottawa), Peter Moffat (Conseil scolaire du comté de Brant), C.W. Taylor (Conseil scolaire de Toronto), Jack Webber (Conseil scolaire de la région de York), Jacques Lachapelle (Conseil des écoles séparées catholiques de Sudbury) et Jane Dobell (Groupe d'étude sur les répercussions de la loi 30 de l'OACE).

Je vous remercie de votre collaboration à cet important projet.

FRAIS D'EDUCATION PERMANENTE DES CONSEILS SCOLAIRES EN ONTARIO

RESUME

Le ministère de l'Education a demandé à l'Ontario Association of Education Administrative Officials (OAEAO) d'effectuer une étude du coût des programmes d'éducation permanente pour les adultes. Cette étude, comme l'a expliqué le ministre aux membres de l'Assemblée législative, «aidera à fixer le montant de la subvention de chaque étudiant à temps plein inscrit après 1987» à un programme de base d'éducation permanente, y compris les cours d'anglais ou de français langue seconde, l'instruction civique et l'enseignement de la langue, l'enseignement de base de la langue et du calcul ainsi que les cours par correspondance. Les programmes d'enseignement des langues d'origine ne font pas partie de cette étude car ils sont réservés aux élèves réguliers. Toutefois, on a inclus les cours d'été et les cours de conduite, puisque en vertu des règlements de 1987 relatifs aux subventions générales, ces programmes sont subventionnés selon la même formule que les programmes d'éducation permanente.

La loi 30 et ses répercussions possibles ayant soulevé bien des questions, le gouvernement a élaboré des règlements sur le financement des programmes d'éducation permanente. Ces règlements précisent que les conseils scolaires qui offrent des cours d'éducation permanente donnant droit à des crédits ou tout autre cours admissible recevront le plus élevé des deux montants suivants : 1 900 $ par élève à temps plein ou tout autre taux fixé dans les subventions générales de 1986. Cette option n'est valide que jusqu'au 31 août 1987, mais il est fort probable que la subvention par élève de 1 900 $ sera réexaminée pour 1988.

L'étude présentement en cours comporte deux phases. Dans un premier temps, on enverra à tous les conseils scolaires de la province un questionnaire sur les coûts réels pour 1986. Les conseils qui ont un secteur français et un secteur anglais recevront un questionnaire dans chaque langue et ils devront inscrire les frais de chaque secteur sur le questionnaire approprié. Ensuite, le groupe d'étude effectuera une série d'études de cas portant sur quatre ou six conseils scolaires.

Le questionnaire est divisé en trois parties. Dans la <u>première partie</u> on vous demande des données sur les effectifs et d'ordre financier qui serviront à analyser les coûts des programmes d'éducation permanente. Dans la plupart des cas, ces données peuvent être recopiées des formulaires remis au ministère, comme par exemple les formulaires 36-1906, 36-2073 et 36-2141. Dans la <u>deuxième partie</u>, il s'agit de donner des détails supplémentaires sur les programmes d'éducation permanente, et plus particulièrement sur les salaires actuels et projetés. La <u>troisième partie</u> est réservée aux commentaires sur les réalisations en cours et à venir dans le domaine de l'éducation permanente.

C'est un fait reconnu que bien des conseils scolaires n'offrent pas à l'heure actuelle de programmes d'éducation permanente. Néanmoins il est important, dans le cadre de cette étude, d'obtenir des renseignements sur ces conseils afin d'étudier la possibilité d'y implanter de tels programmes. Si tel est le cas, les questions s'adressant particulièrement à votre conseil sont les suivantes : deuxième partie (numéros 3, 4, 5, 6 et 7) et troisième partie (numéros 1 et 3).

Une fois l'étude terminée, des exemplaires du rapport seront remis avant le 31 août 1987 au ministère de l'Education et au groupe d'étude de l'OACE. Pour de plus amples renseignements, veuillez contacter le professeur Steve Lawton (416-923-6641, poste 2421) qui collabore à cette étude de l'OAEAO.

FRAIS D'EDUCATION PERMANENTE DES CONSEILS SCOLAIRES EN ONTARIO

Instructions : Veuillez remplir ce questionnaire et le retourner à l'OAEAO ACE Cost Study, OAEAO, 252, rue Bloor Ouest, Bureau 12-208, Toronto (Ontario) M5S 1V5 avant le 15 juin 1987. Si votre conseil a deux secteurs (un français, un anglais) veuillez utiliser pour chacun d'eux le questionnaire approprié.

1re partie : Calcul des frais en éducation permanente

Veuillez indiquer sur le tableau ci-après les statistiques, les frais et les revenus pour l'année civile 1986 dans chacune des catégories. Une grande partie de ces données peut être recopiée des formulaires soumis au ministère de l'Education (formulaires 36-1906, 36-2073 et 36-2141). Les frais font partie de l'un ou l'autre des trois niveaux suivants :

Niveau 1. Il s'agit des coûts directement reliés aux dépenses pour la salle de classe pour un programme donné. Il faut inscrire pour chaque programme les dépenses se rattachant aux rubriques indiquées sur le tableau.

Niveau 2. Il s'agit des coûts se rapportant directement à des programmes précis ou à l'administration du programme d'éducation permanente lui-même et non des coûts rattachés à la gestion globale du conseil scolaire. Lorsque c'est possible, veuillez indiquer les dépenses des différentes rubriques sous chaque programme auquel elles sont reliées (frais directement reliés au programme); si ce n'est pas possible ou si ces dépenses sont reliées au programme d'éducation permanente en entier (frais indirectement reliés au programme), veuillez les indiquer sous l'article «frais indirects» à l'extrême-droite du tableau. Ne répartissez pas les frais administratifs proportionnellement aux programmes à partir de formules (par ex., en fonction des effectifs). Vous pouvez toutefois le faire pour l'enveloppe salariale des employés si votre conseil établit les budgets des salaires en utilisant des fractions

d'équivalence d'élèves à temps plein (ETP) (ex.: 0,5 ETP pour la gestion du programme A et 0,5 ETP pour le programme B).

Niveau 3. Il s'agit des coûts fixes qui sont rattachés à la gestion du système scolaire en entier à l'exclusion des coûts des niveaux 1 et 2 pour l'école de jour et les programmes d'éducation permanente. Vous trouverez à la page 4 une méthode pour calculer ces coûts.

Notes explicatives pour le tableau

1. Sous effectifs, veuillez donner les effectifs du 4e trimestre.
2. Inscrire le nombre d'heures-élèves réelles, pas le nombre d'heures-élèves aux fins des subventions.
3. Pour le travail des bénévoles, utiliser le même tarif horaire que celui des instructeurs à temps partiel embauchés pour les cours non-crédités.
4. Les coûts qui ne sont pas reliés à un programme en particulier doivent être indiqués sous l'article «frais indirects» à l'extrême-droite du tableau. Ne répartissez pas les frais administratifs proportionnellement aux programmes à partir de formules (par ex., en fonction des effectifs, des frais, etc.).
5. Inscrire le nombre d'étudiants à la rubrique «effectifs» et le nombre de leçons à la rubrique « heures-élèves ».
6. Inscrire les données relatives aux cours d'intérêt général de la même façon que les données sur les cours subventionnés ne donnant pas droit à des crédits; y inclure l'E.Q.M. projeté.
7. Inscrire séparément les données relatives aux cours d'été avec crédit et aux cours de conduite et les données sur les programmes d'éducation permanente.

N.B. : A.L.S. signifie anglais langue seconde
F.L.S. signifie anglais langue seconde

Questionnaire de l'OAREAO ACE

Description des programmes pour adultes

	Ens. de base langue & calcul	Instr. civique & ens. langue	A.L.S.	F.L.S.	Cours créditées de jour	Cours créditées de soir	Correspondance & études autonomes[3]	Cours d'intérêt général[4]	Totaux
Effectifs[1]									
Nbre de cours									
Nbre d'heures-élèves[2]									
Hres (petits groupes)									
Equiv. E.Q.M. projeté									

Coûts - Niveau 1

	Frais pour la salle de classe			Frais pour la salle de classe			Frais pour la salle de classe		
Sal. et avantages payés									
Bénév.[5]									
Livres & fournitures									
Location									
Surnuméraires									
Divers									
Total									

Coûts - Niveau 2[6]

	Frais administratifs directs			Frais administratifs directs			Frais administratifs directs	Coûts indirects	
Cadres									
Serv. aux étudiants									
Secrétaires									
Concierges									
Formation en cours d'emploi									
Publicité									
Location									
Déplacements									
Immobilis.									
Divers									
Total									

Revenus

Subv. prov. 1986									
Taxes loc.									
Frais de scolarité									
Divers									
Total									

Les renvois (1 à 7) sont à la page 3

4 5 6

Questionnaire de l'OAEAO ACE

Description des programmes pour adultes

	Cours d'été avec crédit[7]	Cours de conduite
Effectifs		
Nbre de cours		
Nbre d'heures-élèves		
Hres (petits groupes)		
Equiv. E.Q.M. projeté		

Coûts -Niveau 1	Frais pour la salle de classe	
Sal. et avantages payés		
Bénév.[1]		
Livres & fournitures		
Location		
Surnuméraires		
Divers		
Total		

Coûts -Niveau 2[2]	Frais administratifs directs	Coûts indirects
Cadres		
Serv. aux étudiants		
Secrétaires		
Concierges		
Formation en cours d'emploi		
Publicité		
Location		
Déplacements		
Immobilis.		
Divers		
Total		

Revenus	
Subv. prov. 1986	
Taxes loc.	
Frais de scolarité	
Divers	
Total	

Niveau 3. Il s'agit des frais fixes de votre conseil scolaire que l'on ne peut imputer directement à l'école de jour ou aux programmes d'éducation permanente. Selon la définition qui en est donnée dans le Uniform Code of Accounts, ces coûts constituent, dans le cadre de cette étude, la somme de toutes les frais suivantes : administration, gestion générale, services informatiques, installation ou entretien des installations moins toute dépense qui fait partie de l'un ou l'autre de ces groupes et qui est déjà inscrite aux niveaux 1 ou 2. N.B. : Dans le cas des conseils scolaires qui ont un secteur français et un secteur anglais, veuillez indiquer le montant global sur le questionnaire correspondant au secteur qui a les plus gros effectifs.

Administration _____
Gestion générale _____
Services informatiques _____
Installations _____
Entretien des installations _____
Sous-total (1) _____
Dépenses de l'un ou l'autre de ces groupes déjà inscrites aux niveaux 1 ou 2 (2) _____

Frais de niveau 3 (1-2) _____

Deuxième partie : Renseignements supplémentaires

1. a. Combien d'hommes et de femmes adultes étaient inscrits à des programmes réguliers de jour en 1986?
Hommes___ Femmes___

b. Combien d'hommes et de femmes adultes étaient inscrits à chacun des programmes suivants d'éducation permanente en 1986?

Programme pour adultes	Hommes	Femmes
i. Ens. de base de la langue et du calcul	_____	_____
ii. Instr. civique et ens. de la langue	_____	_____
iii. A.L.S.	_____	_____
iv. F.L.S.	_____	_____
v. Cours crédités (jour)	_____	_____
vi. Cours à crédités (soir)	_____	_____
vii. Correspondance et études autonomes	_____	_____
viii. Intérêt général	_____	_____

2. a. Dans combien d'écoles votre conseil offre-t-il le jour des programmes d'éducation permanente aux adultes?
_____

b. Combien d'espace chaque école met-elle à la disposition du secteur de l'éducation des adultes?

1. _____% 2. _____% 3. _____% 4. _____% 5. _____%

c. Si les frais d'exploitation des écoles citées au point 2.b. sont disponibles, veuillez indiquer ci-dessous le montant global pour chacune des écoles.

1. _____$ 2. _____$ 3. _____$ 4. _____$ 5. _____$

3. Y a-t-il d'autres organismes (à l'exclusion des autres conseils scolaires) dans votre région qui offrent des programmes d'éducation permanente?

	YMCA	YWCA	CAAT	Univ.	Eglises	Serv. loisirs	Autres
Ens. langue & calcul	___	___	___	___	___	___	___
Instr. civique & langue	___	___	___	___	___	___	___
A.L.S.	___	___	___	___	___	___	___
F.L.S.	___	___	___	___	___	___	___
Intérêt général	___	___	___	___	___	___	___
Autres	___	___	___	___	___	___	___

4. Quel est le nom des organismes placés sous «autres» (dernière colonne, question 3) qui offrent des programmes d'éducation permanente dans votre région?

1. _____ 2. _____ 3. _____
4. _____ 5. _____ 6. _____
7. _____ 8. _____ 9. _____

5. Quels genres «d'autres programmes» (dernière ligne, question 4) sont offerts par les divers organismes de votre région?

1. _____ 2. _____ 3. _____
4. _____ 5. _____ 6. _____

Commentaires:

6. En 1982, le gouvernement interrompait son programme d'aide financière pour les cours d'intérêt général inclus aux programmes d'éducation permanente. Pour nombre de conseils scolaires, cela s'est traduit par une baisse des effectifs. Veuillez indiquer ci-dessous les changements survenus dans les effectifs de vos programmes d'intérêt général entre 1982 et 1986; cela nous permettra de déterminer l'impact à long terme de ce changement de politique.

Baisse (%) Augmentation (%)
-100 -90 -80 -70 -60 -50 -40 -30 -20 -10 0 10 20 30 40 50

Commentaires :

7. a. Offrez-vous des programmes d'éducation aux adultes conçus expressément pour les étudiants handicapés?
Oui Non
Commentaires :

b. Pour les adultes qui auparavant suivaient des programmes pour étudiants en difficulté d'adaptation et d'apprentissage?
Oui Non
Commentaires :

c. Pour les adultes autochtones?
Oui Non
Commentaires :

8. a. Quel salaire horaire (ou par cours) les enseignants des cours d'éducation permanente détenant un brevet d'enseignement de l'Ontario recevaient-ils de septembre à décembre 1986? Veuillez indiquer ces montants pour chacun des trois programmes suivants dans chaque catégorie.

	Avec crédit	Sans crédit subventionnés		Int. gén.
		A.L.S./F.L.S. & instr. civique	Ens. langue et calcul	
De jour	_____	_____	_____	_____
De soir	_____	_____	_____	_____
Cours d'été	_____	_____	_____	_____

b. Quel salaire horaire (ou par cours) les enseignants des cours d'éducation permanente ne détenant pas de brevet d'enseignement de l'Ontario recevaient-ils durant la même période?

	Avec crédit	Sans crédit subventionnés		Int. gén.
		A.L.S./F.L.S. & instr. civique	Ens. langue et calcul	
De jour	_____	_____	_____	_____
De soir	_____	_____	_____	_____
Cours d'été	_____	_____	_____	_____

c. Les échelles de salaires (à part celles qui reflètent les écarts salariaux entre les enseignants brevetés et ceux qui ne le sont pas) tiennent-elles compte de l'expérience et des qualifications des enseignants? Veuillez expliquer.
Oui Non

d. Les échelles de salaires des enseignants des cours donnant droit à des crédits, des cours d'éducation permanente et des cours d'intérêt général sont-elles reliées au moyen de formules à celles des enseignants des programmes réguliers? Dans l'affirmative, veuillez expliquer. Par exemple, font-elles partie des conventions collectives?
1. Enseignants de cours crédités :

2. Enseignants de cours d'éducation permanente :

3. A.L.S./F.L.S. et instruction civique :

4. Cours d'intérêt général :

Commentaires :

e. Dans certaines disciplines, comme par exemple la physique ou la mathématique avancée, on manque de professeurs. Votre conseil offre-t-il des salaires plus élevés ou des primes aux professeurs qui enseignent ces matières le soir ou durant l'été?

Oui Non

f. Quelles qualifications les professeurs d'A.L.S. ou de F.L.S. doivent-ils posséder?

9. <u>Veuillez joindre à ce questionnaire</u> tout document décrivant votre programme d'éducation permanente (brochures, calendrier scolaire, rapport annuel, barème des frais de scolarité, etc.).

Troisième partie : Problèmes, réussites et politiques

1. Veuillez indiquer les problèmes posés par la prestation de cours d'éducation aux adultes (par ex. : manque d'appareils appropriés, manque de professeurs, etc.). Classez-les en ordre d'importance en commençant par 1 (plus important); veuillez également indiquer s'ils sont à court terme ou à long terme.

	Problèmes	Classement	Court/Long terme	
a.		_____	Court	Long
b.		_____	Court	Long
c.		_____	Court	Long
d.		_____	Court	Long
e.		_____	Court	Long

2. Veuillez indiquer les aspects positifs, les réussites et toute dimension innovatrice propres à votre programme d'éducation aux adultes. N'hésitez pas à joindre tout document d'information approprié. Nous vous en serons très reconnaissants.

3. Veuillez utiliser le verso si vous avez d'autres commentaires à faire.

Conseil scolaire_____

Date_____

Nom et titre de la personne qui a rempli ce questionnaire :

Nous vous remercions de votre collaboration. Veuillez remplir et retourner ce questionnaire avant le 15 juin 1987 à :

OAEAO ACE Cost Study
OAEAO
Suite 12-208
252 Bloor Street West
Toronto, Ontario
M5S 1V5

COST OF ADULT CONTINUING EDUCATION (ACE)

IN ONTARIO SCHOOL BOARDS

Interview Guide for Case Studies

Program Administrators/Trustees

1. Please describe your own involvement in CE, in general, and ACE, in particular.

2. Who are other persons involved in CE and ACE in this board? What is the extent and nature of their involvement?

3. What are the key issues facing CE, in general, and ACE in particular, in this board?

4. Please describe the development of CE and ACE in the board. Were particular people particularly important in its development?

5. What is the importance of CE and ACE in this board? Is it a marginal, add-on program, or central to the boards notion of service to the community?

6. Please describe the process for allocating the following resources for CE and ACE, and the adequacy of funding for them:

    a. equipment

    b. supplies

    c. facilities

    d. administrative staff

    e. support staff

    f. student services

    g. teachers

    h. other

7. What are the major issues involved in staffing CE and ACE?

    a. salaries

b. availability of qualified staff

c. contractual relationship

d. credential required or not required

8. What major categories would you use to categorize students in ACE programs? Why? (Probes: women not working outside the home; adult ESL; unemployed in need of life skills; upgrade of vocational skills such as typing, micro-computer, etc.).

9. What is the relationship between the content of the program and clients served? Are some segment of adult population not served?

10. How is program planned?

11. What are the relationships between your board and other providers of ACE (e.g., competition, cooperation)?

12. Please identify 3 individuals in other agencies providing ACE whom we can contact.

Student Services and Teachers

1. Please describe your involvement in CE, in general, and ACE, in particular.

2. How long have you been involved with ACE? How did this come about? What special qualifications do you hold?

3. What is your contractual relationship with the Board? What is it likely to be in the future?

4. Are you employed elsewhere, as well? If so, please describe.

5. What are the key issues facing CE, in general, and ACE in particular, in this board?

6. What is the importance of ACE in this board? What is its future? How will they affect you?

7. How will you rate the adequacy of the following resources committed to ACE in this board: Please explain.

a. equipment

b. supplies

c. facilities

d. administrative staff

e. support staff

f. student services

g. teacher

h. other

8. What are the major questions facing ACE students you come in contact with?

9. What do you need to be more effective in your job? Why?

10. Is ACE a luxury or consumer service, is it an investment, or both? Please explain.

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